

## PUBLICATIONS

### I BOOKS AND PROJECT REPORTS

1. T.S. Papola, V.N. Misra, H.S. Verma, R.C. Sinha : Studies on Development of Uttar Pradesh, GIDS, & A. Jeshi 1979 (Distributed by Universal Book Distributing Co., Lucknow)
2. T.S. Papola : Small Scale Industries in Uttar Pradesh (Mimeographed Report, 1978)
3. : Spatial Diversification in Manufacturing Activity (Mimeographed Report, 1978)
4. : Urban Informal Sector in Developing Economy (Published by Vikas Publishing House Pvt. Ltd. New Delhi, 1981)
5. H.S. Verma : Post-Independence Change in Rural India (Published by Inter-India Publication, New Delhi, 1981)
6. T.S. Papola : Inter-Sectoral Linkages in Metal Engineering Industry in Kanpur (Mimeographed Report, 1979). Also brought out as a Working Paper (WEP 2-22/WP) by ILO- Geneva, December 1979.
7. H.S. Verma : Impact of Family Structure on Management of Enterprises (Ph. D. Thesis, 1979)
8. T.S. Papola : Spatial Diversification of Industries : A Study in Uttar Pradesh (Published by Allied Publishers, New Delhi)
9. T.S. Papola : Studies in Rural Industrialisation : Issues, Data Requirements and Analysis (Mimeographed Report, 1980)
10. T.S. Papola : Production of Woollen Carpets in Kumaon and Garhwal (Mimeographed Report, 1980)
11. : Impact of Concessional Finance on Industrial Development of Backward Areas (Report, 1980). Mimeographed by IDBI, Bombay.
12. M.S. Ashraf : Economics of Cloth Printing in Decentralised Sector (Mimeographed Report, 1980)
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15. R.C. Sinha : Road Transport and Economic Development : A Study in Uttar Pradesh India. (Institute of Developing Economies, Tokyo, 1981)
16. T.S. Papola : Rural Industrialisation : Approaches and Prospects, (Himalaya Publishing House, Bombay, 1982)
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20. G.P. Mishra : Dynamics of Rural Development in Village India (Published by Ashish Publishing House, New Delhi, 1982)
21. Radha Sinha : Implications of a Basic Needs Strategy for the Edible Oil Industry (Brought out as ILO Report No. WEP 2-22/WP. 84, Geneva, July 1981)
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SOCIO-ECONOMIC DEVELOPMENT  
OF  
SCHEDULED CASTES  
IN  
UTTAR PRADESH

( A Study Sponsored by the Ministry of Home Affairs, Government of India )

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### ACKNOWLEDGEMENTS

Social and economic backwardness of the Scheduled Castes Population has been a matter of concern for the government since Independence. In order to bring these people at par with others in the society a number of ameliorative measures were adopted. Various schemes were devised under the Special Programmes meant exclusively for the population of these castes. Besides, emphasis was laid on providing sufficient benefits to them through the general developmental programmes meant for the total population.

The present study deals with the three vital aspects of the conditions of the Scheduled Castes population in the state of Uttar Pradesh: (a) the present socio-economic conditions of this segment of the population; (b) the benefits availed by them through various schemes under the developmental programmes - general as well as special; and, (c) the change that has taken place in their socio-economic conditions during the last decade. The last two aspects have been examined in comparison with the population of non-Scheduled Castes, so that the effectiveness of various strategies and policies may be assessed.

The study was sponsored and financially supported by the Ministry of Home Affairs, Government of India. We are grateful to the Ministry for providing us the opportunity to undertake the study on a subject of high academic interest and crucial policy significance.

The study has been primarily based on a sample survey of Scheduled Castes and non-Scheduled Castes households in selected rural areas in the five districts of Uttar Pradesh, namely, Uttar Kashi, Saharanpur, Allahabad, Jalaun and Sitapur. In the conduct of this study we were assisted by a number of colleagues at the Institute. Y.P. Singh collected necessary secondary data and supervised, at different stages, the processing of primary data; N.C. Joshi, Bachwa Prasad, Mueen Ahmad, Harishankar Tewari, Pramod Chandra, G.S. Kalakoti, R.K. Joshi, Sharda Prasad, R.P. Singh, K.K. Srivastava, S.P. Sharma, A.D. Bhatnagar, S.P. Singh, S.K. Trivedi and Ravindra Kumar shared the responsibility of conducting household interviews. Y.P. Singh, N.C. Joshi, Bachwa Prasad, Mueen Ahmad and Harishankar Tewari also tabulated the primary data. P.J. Devassy Kutty and Subhasish Mukherjee typed the drafts of the report and M.S.K. Rao typed the final report. We are thankful to all these colleagues for their valuable assistance.

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## CHAPTER I

### Scheduled Castes in Uttar Pradesh : Conditions and Development Programmes

#### Conditions of Scheduled Castes

Every seventh person in the Indian population is a Harijan and of them every fourth person lives in Uttar Pradesh. The 66 Scheduled Castes (SC) comprise about one-fifth of the total population of the state. The Constitution of India guaranteed protection of the scheduled castes from social injustice and all forms of exploitation. To achieve this objective the government launched a major programme of special privileges for them. It includes financial incentives to children for studies, economic aid, concessions in recruitment and college admissions, due representation in legislatures and protection against the traditional practice of untouchability. Despite these measures, this segment of the population still suffers from the stigma of inferiority and low socio-economic status. Per capita income of a majority of scheduled caste population in Uttar Pradesh is below the State's per capita income. Atleast 65 per cent of the families of these castes are estimated to be living below the poverty line.<sup>1</sup>

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<sup>1</sup> Government of Uttar Pradesh, Department of Harijan and Social Welfare : Special Component Plan for Scheduled Castes 1981-82 and 1980-85, September 1981, p.2.

According to Census 1971 a higher percentage of the scheduled castes population (33.77%) was classified as workers as compared to the total population (30.94%). This indicate that a larger proportion of the family members of these castes are compelled to work to earn their livelihood. Most of them (about 86%) were dependent on agriculture, either as cultivators or as agricultural labourers. Agricultural labourers constituted 42.2 per cent among the scheduled castes while in the total working population their percentage was around 20. Cultivators formed a lower (43.4%) proportion among the scheduled castes than in the total population (57.4%). Further, the total cultivated area with them was much less than their proportion, as a large majority of them had landholdings of very small sizes. In fact, most of them had to depend on the income from other sources, particularly, labour, for their livelihood.

Despite various types of incentives for encouraging scheduled caste children for enrolment at different levels of education and the adult education programme the proportion of literates and enrolment of children had been significantly low among the scheduled castes as compared to the total population. For example, the percentage of literates among them, according to Census 1971, was only 10.2 as compared to 21.7% in the total population of the State. The condition of females was dismal in this regard as only 2.5 per cent of them among SCs were literates as against

10.6 per cent in the total population. Similarly, enrolment ratios at junior basic level of education have been significantly low among the SC as compared to the total population. For example, 64.2 per cent of the school going age children belonging to the scheduled castes were enrolled as against 90.7 per cent of the total population during 1978-79. The girls in 6-11 years age group belonging to these castes were much behind the girls in the total population, as only 33.5 per cent of them were enrolled as against 69.7 per cent of school going age girls in all groups.<sup>2</sup> According to a study on the problems of non-enrolment, non-attendance and drop-outs in Uttar Pradesh, even this enrolment was not effective in so far as of the enrolled children only 61 per cent were regular among the scheduled castes, as against 77 per cent of the high castes children. Drop-out rates were almost twice as high among the scheduled castes children as among the high castes children.

#### Efforts for the Development of Scheduled Castes in the State

The need for special efforts, through public programme of development and assistance, for uplift of the socio-economic conditions of harijans has been recognised for quite some time

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<sup>2</sup>Government of India, Ministry of Education and Culture, Selected Educational Statistics 1978-79, New Delhi, 1980.

now. Even before independence, some educational facilities were provided to the scheduled castes and scheduled tribes through the Department of Education of the Provincial government. A separate department of Reclamation was looking after the welfare programmes for the criminal tribes (later on called as denotified tribes). After the Harijan Welfare Department was established in 1948-49, the Department of Reclamation was merged with it. The Department of Social Welfare established in 1955 was placed as a separate department under the Director of Harijan Welfare. During 1977-78 the two departments of Harijan Welfare and Social Welfare were merged at all levels. Since then, the Department of Harijan and Social Welfare carries out the welfare programmes for the scheduled castes, scheduled tribes, other backward classes and physically handicapped, aged, infants, expectant and nursing mothers.

The Department of Harijan and Social Welfare of the State Government is carrying out a number of programmes for the all round development of the scheduled castes, scheduled tribes, denotified tribes and other backward classes of the State. These programmes, classified under the categories of educational, economic development and health, housing and others, were initiated with the object of lifting up the people of these castes to the level of other developed segments of the population.



### Educational Development

Under special programmes for harijans, a major emphasis has been laid on their educational development by offering them various incentives like scholarships, economic assistance, girls hostels and ashram type schools and concessions such as reservation in admissions at senior level and technical education.<sup>3</sup> Besides, facilities/concessions for regular education, coaching facilities are also provided to the candidates appearing in the tests for admissions in medical and engineering colleges and also various competitive examinations of the Public Service Commissions. Thus, the efforts of the State in the field of education are (a) to spread education among the scheduled castes so that a sense of alienation and discrimination is eliminated from their minds; (b) to facilitate higher education including technical education for them by providing various facilities such as scholarships, book aid etc., and, (c) to prepare them for non-traditional jobs by helping them in preparing for competitive examinations.

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<sup>3</sup>Report of the Commissioner for Scheduled Castes and Scheduled Tribes, Part I, 1979-81, pp.177-193.

However, data does not indicate a satisfactory progress. For example, during 1977-78, against a reservation of 18 per cent seats in the undergraduate courses of the Medical Colleges in the State, only 3.5 per cent of the total admissions were that of the SC students; and, against 15 per cent seats reserved for SC students in the undergraduate courses of Engineering Colleges and Agricultural Colleges the enrolment of SC students was 7.1 per cent and 8.3 per cent respectively.

During the Sixth Plan, certain additional steps have been planned in the State with a view to increasing coverage in pre-matric classes, and preventing drop-outs at primary, junior high school and high school levels among the SC children. An upward revision in the rates of scholarships for classes VI to X, scholarships in class IV and V, special award of prize to students securing first division in High School, opportunity cost to 40,000 SC families at Rs.15 per month and coaching facilities to students of class X and XII, are some of the planned measures.<sup>4</sup>

#### Economic Development

Programmes for ameliorating the economic conditions of SC include distribution of agricultural land, assistance for cottage industries, animal husbandry, agriculture, horticulture, minor irrigation, soil conservation and occupational establishments of qualified professionals. Most of these programmes are common to entire population, but entail certain preferential treatment for harijans as a special group.

Under the revised ceiling laws about 2.80 lakhs acres of agricultural land in the state was declared surplus, possession

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<sup>4</sup>Draft Sixth Five Year Plan, op.cit., p.558.

of about 2.54 lakh acres was taken by December 1980, of which 2.23 lakh acres was distributed, among 181339 beneficiaries. Of them 138698 beneficiaries belonged to SC who were given a total of 133669 acres of land. Thus, the SC constituted about three-fourths of the total beneficiaries (73.73%) and their share in the distributed land was 59.87 per cent. The SC beneficiaries thus received on an average of about one acre as against an average of 1.23 acre by the total beneficiaries.

Besides distribution of surplus land received through implementation of ceiling laws, land belonging to Gaon Sabhas has also been distributed among the landless. The data pertaining to 1977-78 indicate that about 9.50 lakh persons belonging to the SC and ST were allotted about 8.62 lakh acres of land for agricultural purposes in 12 districts of the State.<sup>5</sup>

The Integrated Rural Development Programme launched in 1978-79 with the objective of raising the poorest families in the rural areas above the poverty line by giving income generating assets and access to credit and other inputs for a variety of activities in the field of agriculture, animal husbandry, soil conservation, forestry, minor irrigation, small and cottage industries etc. The target group of beneficiaries

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<sup>5</sup>Report of the Commissioner for Scheduled Castes and Scheduled Tribes, April 1979 to March 1980, Second Report, pp.34 and 55.

consists of small and marginal farmers, agricultural labourers, rural artisans, SC, ST and other economically weaker sections of the people. During 1979-80 a total of 599411 persons benefited under the programme. Among them 119279 (19.9%) beneficiaries were from the SC/STs.

During the same period a total of 224649 persons benefited under the Small Farmers Development Agency programme. Out of them 48930 (21.8%) beneficiaries were from the SC/STs. They received a subsidy of 25 per cent to 33.33 per cent to a maximum of Rs.3000 for different productive purposes. A total of 12262 persons benefited under the Drought Prone Area Programme and among them were 1647 (13.43%) SC beneficiaries. Since most of the bonded labourers belonged to the SCs, of the 4469 freed and rehabilitated persons most SCs were the main beneficiaries. The schemes for their rehabilitation in the State included land development/inputs, horticulture, minor irrigation, animal husbandry, and development of handicrafts.<sup>6</sup> Thus during 1979-80, among the 10.22 lakh beneficiaries of only the five general programmes of economic development namely, land reforms (distribution of land acquired through implementation of ceiling laws) I.R.D., S.F. D.A., Bonded Labour Programme and D.P.A.P., 3.08 lakh persons were from the SCs (30.14%).

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<sup>6</sup> Report of the Commissioner for Scheduled Castes and Scheduled Tribes, op.cit., pp.69, 73, 86 and 107.



Some Special Programmes

Before 1975 financial assistance to the SCs for their socio-economic development was provided through the Director, Harijan and Social Welfare. With a view to accelerating the progress in the area of economic development, the Uttar Pradesh Scheduled Castes Finance and Development Corporation was set up by the State Government in March 1975. The Corporation has been entrusted the task of removing poverty and inequality from the members of the SCs and thereby building up socio-economic independence and individual dignity with adequate financial support. This support includes State Government grants for the development of village industries, agriculture as well as professional in the fields of law, engineering and medical, and, margin money and subsidy assistance on bank loans under bankable schemes, besides loans under Differential Rate of Interest (D.R.I) scheme at 4 per cent rate of interest for small business and for purchase of typewriters.

Since August 1980 the Corporation limited its activity in providing only 25 per cent to 33.33 per cent margin money loans to SCs beneficiaries on their bankable schemes costing upto Rs.1.00 lakh. Under this programme, 82 per cent of the funds were reserved for families living below poverty line for schemes costing upto Rs.10000. The remaining, i.e., 18 per cent funds are provided for other projects costing between Rs.10000 and Rs.100000.

To help in achieving the national objective to pull at least 50 per cent of the SC families above the poverty line by the end of the Sixth Five Year Plan, the Corporation started a new scheme of margin money loan and subsidy on October 2, 1980 as a part of the Special Component Plan. Under this scheme, the Corporation provides margin money loan subject to the maximum limit of Rs.5000 from its share capital and subsidy is given to the beneficiary to the extent of Rs.3000 either from the funds of the Corporation or other agencies like District Rural Development Agency (DRDA), Hill Area Development Agency (HADA), etc. Atleast 50 per cent of the cost of every project is to be provided by the financing institution or bank as loan. The margin money loan at 4 per cent rate of interest and subsidy are provided only to the SC families living below poverty line, i.e. whose annual income does not exceed Rs.3500 in rural areas and Rs.4300 in urban areas for their bankable schemes costing upto Rs.20000. The schemes covered under the present programme include : all schemes approved by the Agricultural Refinance Development Corporation (ARDC); all schemes covered under DRDA/SFDA/DPAP programmes; broiler unit, dairying, poultry, piggery, goat rearing, laundry, cottage and small-scale industries, schemes for shoe makers, weavers (including carpet weavers), rickshaw pullers; small business, 'dunlop cart, bullock cart, horse driven kharkhara, mules in the hills etc.

By the end of December 1981, the Corporation had assisted 79608 SC families by making available to them subsidy, margin money and loan to the extent of Rs.932.71 lakhs. It is estimated that the beneficiaries also received Rs.1650.60 lakhs as bank loans. The break-down of the number of beneficiaries and the amount sanctioned under various schemes of the Corporation till December 1981 are presented in Table 1.1.<sup>7</sup>

Table 1.1

Number of Beneficiaries and Amount Sanctioned Under Various Schemes of the Uttar Pradesh Scheduled Castes Finance and Development Corporation till December 1981.

Programme	No. of benefi- ciaries	Amount (Rs. in lakhs)
1. Village Industries Grant	12822	139.76
2. Grant to Professionals (Law, Medical and Engineering Graduates)	252	4.29
3. Agricultural Grant	3098	30.39
4. <u>D.R.I. Scheme</u>		
i. Cloth business scheme	1272	50.74
ii. Miscellaneous business	349	13.00
iii. Typewriter scheme	20	0.71
5. Margin money loan scheme	377	11.20
6. Margin money loan and grant scheme	61418	682.62
 TOTAL	 79608	 932.71

<sup>7</sup> Uttar Pradesh Scheduled Castes Finance and Development Corporation Limited : Draft Annual Plan (1982-83) and Sixth Five Year Plan - 1980-85 (Under Special Component Plan), March 1982. pp.1-6.

Besides, some other schemes for the economic development of the SC are carried out through the Directorate of Harijan and Social Welfare of the State. These include distribution of agricultural land, construction of shops in the market areas and making them available to the members of the SC on hire purchase basis, stipend to the trainees of the Industrial Training Institutes, assistance to unemployed medical, engineering and law graduates for self-employment, travelling allowance for attending interviews at Public Service Commission and coaching facilities for competitive examinations conducted by the Public Service Commission, pre-admission tests for medical and engineering courses and judicial services examinations.

#### Special Component Plan

Upto the Fourth Plan funds for the implementation of the various programmes for the SC were allocated mainly in the Backward Classes sector. These allocations were quite inadequate considering the size and conditions of the SC population. Besides, the quantum of assistance to the SC in the general sector was unspecified and therefore, it was realised that the SC population was not getting a proportionate share from this sector. Considering the seriousness of the problem, the Government of India asked the State Governments to prepare Special Component Plans (SCP) for these people. Under this plan all development departments of the state have to identify schemes



which could directly benefit the SC families and earmark funds for the implementation of these schemes.

In the light of guidelines provided by the Planning Commission and the instructions issued by the Ministry of Home Affairs, Government of India, the Special Component Plan for SC drawn by the Government of Uttar Pradesh envisages the following objectives:<sup>8</sup>

- a) That all developmental departments earmark a specific outlay from their divisible plan schemes for the development of the SC and also fix corresponding physical targets for the benefit of the scheduled castes. These targets should be optimal considering the size of the plan and the needs of the target groups;
- b) that at least 50 per cent of the SC families in the State are enable to cross the poverty line in the Sixth Plan period, through comprehensive and integrated family oriented programmes of economic development against a 10 year perspective of similarly enabling all the SC families;
- c) that the lag in the educational levels of the SC is removed in the Sixth Plan period;
- d) that a significant and tangible improvement in their working and living conditions is brought about by removing the lag in various social services available to the SC families, and their habitations and bastis, in the Sixth Plan period;
- e) that an element of human resources development, consisting of their constructive and effective organisation and training to develop social awareness and the capability for taking initiative for and management of, their own development, is built into every developmental programme and scheme;

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<sup>8</sup> Special Component Plan for Scheduled Castes, op.cit. pp.3-4.

- f) that occupational mobility of the SC should be specifically promoted; and,
- g) that most vulnerable groups among SC, i.e. sweepers and scavengers, nomadic, semi-nomadic communities, bonded labourers and women and children are given special attention in the developmental efforts.

These general objectives have been elaborated into specific objectives setting out physical targets in each sector, the financial outlays required, and the manner in which these outlays are to be effectively utilised to achieve the physical targets. According to the estimates of Census 1981, the SC population was about 230 lakh and was comprised of about 46 lakh families, out of which it is estimated that at least 65 per cent were living below poverty line. Thus, their proportion among the poverty groups was much larger than other castes and they represent the lowest among the low income groups.<sup>9</sup> As a result of the efforts under Special Component Plan the number of beneficiaries of SC under different schemes in the Sixth Plan are estimated to be as follows:<sup>10</sup>

1. Agricultural Production	100,000
2. Area Development (including SFDA, IRD, DPAP, and CADA)	1,410,000
3. Antyodaya	100,000
4. Cane Development	20,000
5. Small and Rural Industry	200,000

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<sup>9</sup> Op.cit., p.2

<sup>10</sup> Op.cit., p.89

6. Horticulture Development and Fruit Preservation	20,000
7. U.P. Scheduled Castes Finance and Development Corporation	450,000
8. Labour Department	3,000
9. Harijan and Social Welfare Department	250,000
10. Forest Department	200,000
11. Fisheries Department	5,000
12. Animal Husbandry	100,000
13. Soil Conservation	20,000
14. Private Minor Irrigation	40,000
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Total	2,858,000
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The SCP launched on October 2, 1980 aims at concentrating on the SC population living below the poverty line. Through its own financial resources as well as special central assistance and by streamlining the administrative machinery for effective implementation of the SCP, the State Government anticipate achieving the national target of lifting at least 50 per cent of the SC families above the poverty line in the State by the end of the Sixth Plan. Various strategies to ensure sizeable benefit to the SC have been evolved. These include development of infrastructure in the form of construction of roads, opening of new hospitals and dispensaries and schools in the areas having concentration of the SC; and, intensive development of 38 blocks having 40 per cent or more population of the SC. Besides its own outlay and central assistance for SCP, the State government is also taking various measures to raise institutional finance and cooperative credit for the economic **uplift** of these castes.

Of the proposed total outlay of Rs.6,200 crores for the Sixth Plan, the SCP has been allocated Rs.602.88 crores, i.e. 9.72 per cent. It has been estimated that the implementation of various schemes under the SCP will benefit 28,58,000 persons during the Sixth Plan period.<sup>11</sup> The target of the SCP for 1981-82 was to enable about 4.50 lakh SC families to cross the poverty line through their coverage under various programmes. As a result of the implementation of various programmes the average annual income of these families was expected to increase significantly from Rs.2,434 to Rs.4,407.<sup>12</sup>

For improving the economic conditions of the SC, particularly those living below poverty line, the strategy is to divert people to non-traditional occupations for better employment opportunities by providing economic assistance through family oriented programmes. Through this strategy, it is hoped that generation of more man-days of employment and income among the weakest of the weaker section will ensure them an essential standard of living, at par with others in the society.

#### Health, Housing and Other Programmes

A number of schemes exist in the state for the development of social and living conditions of the SC so that they are able

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<sup>11</sup> Special Component Plan for Scheduled Castes, op.cit., pp. 15 and 89.

<sup>12</sup> Computations based on the details provided in the Special Component Plan for SC, 1981-82 and 1980-85, pp.86-88.

to live a better life. Among the houses and shops constructed by various Development Authorities, Corporations, Municipal Boards and the U.P. Housing Board, a reservation of 18 per cent has been made for the SC. Under a programme started in 1972 with 100 per cent central assistance about 12.4 lakh housesites were allotted to the weaker sections including SC of the rural areas. Since 1976 the work of developing the house sites, constructing low cost houses and providing subsidy to these sections has been entrusted to the Harijan and Nirbal Varg Avas Nigam. Since 1980-81 the subsidy component for a house has been raised from Rs.1000 to Rs.2000 in the plains and from Rs.1600 to Rs.3000 in the Hill areas. Upto 1981 the Nigam had spent Rs.170.26 lakhs and had completed 6153 houses and another 1652 houses were reported under construction.<sup>13</sup> During 1979-80, a special housing scheme under the Minimum Needs Programme was launched in the rural areas of the State. By the end of 1980-81, 13500 low cost houses were constructed for the SC families at an expenditure of Rs.2.89 crores.<sup>14</sup>

To provide safe drinking water to the SC the scheme for the construction of wells was undertaken from the First Five Year Plan. To ensure provision of at least one water well/diggi

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<sup>13</sup> Report of the Department of Harijan and Social Welfare, Government of Uttar Pradesh, 1982-83, pp.48-50.

<sup>14</sup> Report of the Commission for Scheduled Castes and Scheduled Tribes, April 1979-March 1980, Second Report, p.125.



for every harijan abadi, the Rural Development Department assessed in 1977 that nearly 29061 drinking water wells in the plains and 2802 diggiss in the hills would be required. During the period between 1977-78 and 1980-81, 27450 wells and 737 diggiss were proposed/constructed and 2673 handpumps were installed, at an expenditure of Rs.1603 lakhs.<sup>15</sup> Besides, the Department of Local Self-government provide piped water supply in urban and rural areas. Upto September 1980, 10472 villages have been covered with this facility and in all these villages harijan bastis and localities have also been covered. During the Sixth Plan period 18550 harijan bastis are proposed to be provided with piped water supply by this department.<sup>16</sup>

The progress with regard to the programme of electrification of SC bastis in electrified villages indicate that 14867 bastis were electrified upto December 1980. It has been proposed to electrify another 17866 bastis, besides 19 villages of three blocks having SC population of 51 per cent or more during the Sixth Plan period. The estimated cost of this work will be Rs.4817.14 lakhs.<sup>17</sup> 8397

Facilities for free legal aid to the members of the SC and book banks for students of medical and engineering colleges

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<sup>15</sup> Report of the Commission for Scheduled Castes and Scheduled Tribes, op.cit., p.119.

<sup>16</sup> Special Component Plan for Scheduled Castes, op.cit., p.59.

<sup>17</sup> Ibid., pp.33-34.



were also provided in the State. The book banks have been provided in 9 medical and 14 engineering colleges where prescribed books are kept in separate racks.

#### Present Study : Issues and Objectives

Thus the State Government has attempted amelioration of the conditions of harijans by making available a considerable amount of funds and through multi-pronged schemes. We also get an idea from the figures reported above, about the number of persons and families who have been covered under the various programmes. It is, however, necessary to examine the impact these measures have produced on the socio-economic conditions of the SC. The issues that need to be examined with a view to understanding the process of development among the SC and improve the effectiveness of programmes relate not only the extent to which this segment of the population has benefited from the general programmes of development and in comparison to the non-SC population and from the programmes specially launched for the uplift of this population but also the reasons and factors leading to effectiveness or otherwise of the programmes and enthusiasm with which the SC have taken them.

study

The focus of the present/is thus on the aspect of economic development of the SC population; the magnitude of the existing problems of poverty, under employment and unemployment; the socio-economic change that has taken place in their status during the last decade; and, the share that they have received

in the general programmes of development. More specifically, the objectives of the study are:

- ✓1. to identify the extent of the problem of poverty, under-employment and unemployment among the SC;
- ✓2. to study the changes that have taken place in the socio-economic conditions of the SC population during the last decade, in comparison with the non-SC population;
- ✓3. to find out the impact of special educational and economic programmes/schemes of the government on the socio-economic conditions of harijans and how effectively opportunities have been availed to achieve a better status and bargaining power;
- ✓4. to find out the extent to which this segment of population has received fair share in comparison to the non-SC in the various economic development programmes launched for the total population, keeping in view the low economic status of the SC and the social disability with which they suffer;
5. to study the conditions available for occupational mobility and psychological consequences of upward social mobility; and,
6. to suggest measures which may help in accelerating the pace of socio-economic development of the SC.

#### Method and Sample

The study is mainly based on primary data, although secondary data was also collected and utilised to the extent available from the State government and its agencies including Uttar Pradesh Scheduled Castes Finance and Development Corporation Limited, engaged in the execution of various economic programmes for the harijans. As the majority of the population lives in the villages where the SC generally suffer most from the various socio-economic disabilities, the coverage of the study, therefore, is confined to rural areas of Uttar Pradesh.

The total size of the SC sample was fixed at 1000. Further, for comparative analysis, as indicated in the objectives, a total of 500 non-SC household heads were also to be interviewed. A multi-stage sampling procedure was adopted to cover 1500 rural household heads. In the first stage five districts, one each from the Hill, Western, Central, Eastern and Bundelkhand regions of Uttar Pradesh were selected. These districts were the one which had the largest proportion of SC population among the districts in the corresponding region.<sup>18</sup> From each of these five districts, one block with highest percentage of SC population was chosen. In a selected block such villages were selected which represented the block as a whole. Thus, the sample of the areas consists of the places which have concentration of SC population.

From each of the blocks a sample of 200 household heads of the SC were to be interviewed. The required sample was covered from two villages each in districts Saharanpur, Sitapur and Jalaun. In district Allahabad three villages and in Uttar Kashi seven villages had to be covered because the size of the population in the hill villages was small. In districts Saharanpur, Sitapur and Jalaun, the SC household heads were covered on census basis and in Allahabad and Uttar Kashi the following procedure was adopted. Supposing the SC households in

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<sup>18</sup> Except in the case of Eastern region where district Mirzapur had the highest percentage of SC population but it was not included as another study of the sponsoring agency was going on and, therefore, the next district Allahabad was selected.

the identified villages A, B and C number 100, 75 and 50 then the villages A and B were surveyed on Census basis, covering 175 SC households and a stratified random sample of 25 SC households were drawn from the third village C, to make the sample size of 200. Finally, 1021 household heads of the SC and 512 of the non-SC were interviewed from the sixteen villages of the five selected districts. The proportion of non-SC to SC household sample size was kept at 1:2 in each of the selected villages. The stratification of the non-SC households, along with SC households, wherever necessary, was made on the basis of landholdings, with a view to ensuring proper representation of large, medium and small farmers on the one hand and landless on the other.

#### Some Characteristics of the Sample : The Districts

The districts representing the Hill, Western, Bundelkhand, Central and Eastern regions of the state were Uttar Kashi, Saharanpur, Jalaun, Sitapur and Allahabad respectively. The blocks identified from these districts were : Purola (Uttar Kashi), Balyakheri (Saharanpur), Konch (Jalaun), Gondalamau (Sitapur) and Kausambi (Allahabad). Among the five districts the highest percentage of SC population (Census 1971) was found in Sitapur (32.20) followed by Jalaun (27.61), Allahabad (24.69), Saharanpur (23.31) and Uttar Kashi (23.13). The proportion of the SC population ranges from 31.07 per cent in block Purola to 42.43 per cent in block Gondalamau. The remaining blocks, i.e., Kausambi had 36.97 per cent, Balyakheri 36.70 per cent and Konch 32.47 per cent population of these castes.

Among the identified districts, Allahabad is most densely populated (452 persons per sq.km) followed by Saharanpur (429) and Sitapur (360 ) as against the State's average of 334 persons per sq.km. District Jalaun and Uttar Kashi, because of geographical conditions, were thinly populated with 201 and 21 persons per sq.km. respectively.<sup>19</sup> The percentage of literates (Census 1971) was higher than the State's (21.70%) in four districts, namely, Jalaun (27.36%), Allahabad (23.88%), Saharanpur (23.41%) and Uttar Kashi (22.04%) whereas in Sitapur it was as low as 16.45 per cent. Except block Konch (Jalaun) the other four selected blocks had lower percentage of literates than their respective districts. For example, block Kausambi (earlier block Kanali in district Allahabad), Balyakheri, Purola and Gondalamau had 18.20, 17.49, 19.32 and 14.40 per cent of literates respectively. In block Konch, however, the literates constituted 28.02 per cent of the population.

According to the Agricultural Census 1978 about three-fourths of the cultivators in Allahabad (73.73%) had agricultural land of upto 1 acre. They shared only 26.74 per cent of agricultural land in the district. In comparison, 2.67 per cent of the cultivators having landholding size of 5.0 acre or more had 43.89 per cent of cultivable land. In Uttar Kashi 69.50 per cent of the cultivators with less than 1.0 acre land had 19.55 per cent of the total agricultural land in the district whereas

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<sup>19</sup> Government of Uttar Pradesh, Statistical Diary 1977, (Figures on the basis of projected population in 1977), pp.39-41.

only 1.36 per cent of the landowners having 5.0 + acre land shared 9.47 per cent of the total area. Almost similar conditions were found in district Sitapur where 68.42 per cent of the cultivators having upto 1.0 acre of land shared only 28.8 per cent and 1.77 per cent having 5.0 acre or more land had 14.53 per cent of the total agricultural land. The situation was slightly better in district Jalaun and Saharanpur.

### The Households

About 41 per cent of the SC families in the sample had no literate member as against 34 per cent of the non-SC households. The households which had all literate members were about two per cent among the SC and six per cent among the non-SC. About 11 per cent of the SC households in the sample had over 50 per cent of their members literate as against 20 per cent among the non-SC. Similarly, the educational background of the members of the sample households indicate that a larger proportion of the non-SC (32.16%) were exposed to education than the SC (24.33%). A larger percentage of the non-SC family members (28.41%) obtained education upto high school or above than the members of the SC families (23.29%). A higher proportion of those among the SC who had some schooling (30.91%) had left their studies in between class I and III as against 22.47 per cent among the non-SC.

The economic status of a significantly larger percentage of workers among the non-SC family members (45.71%) may be considered stable as against the workers' among the SC households (21.65%) in the sample as they were self-employed in cultivation. Some of



the other workers were also engaged in cultivation but they were not whole time cultivators as their landholdings were too small and, therefore, they had to depend more on other sources of income. Among the working population of the SC households 29.35 per cent were also earning for their livelihood through labour and 2.25 per cent through other sources, besides being partly dependent on cultivation as against 14.29 per cent and 4.52 per cent of the workers belonging to the non-SC families. This also indicate that 64.52 per cent of the non-SC workers were dependent on cultivation, partly or wholly, as against 53.25 per cent of workers among the SC households. A significantly larger percentage of the SC workers were casual wage earners (35.27%) working as agricultural labourers as against 19.52 per cent among the non-SC workers. Thus, 64.62 per cent of the workers among the SC were agricultural labourers, either full-time or part-time, as compared to 33.81 per cent among the non-SC.

The size of agricultural land holdings of the majority of the SC households was small as compared to the non-SC households. For example, 20.87 per cent of land owning families among the SC had land upto 0.5 acre as against 11.49 per cent among the non-SC; 28.09 per cent of the SC and 17.23 per cent of the non-SC had land in between 0.51 and 1.00 acre; and 25.36 per cent of the SC and 24.28 per cent of the non-SC households had land in between 1.1 and 2.0 acres. Those who had cultivable land of more than 4 acres were 8.18 per cent among the SC and 25.33 per cent among the non-SC. More non-SC land owners were, therefore, economically stable than the SC in terms of ownership and size of their landholdings.

The level of income of a larger majority of the households, SC and non-SC both, was very low. However, the proportion of those who were comparatively better off was higher among the non-SC as compared to the SC households. For example, 80.32 per cent of the SC families had an annual income of upto Rs.4000 as against 70.70 per cent among the non-SC; 18.21 per cent of the SC had an income in between Rs.4001 and 10,000 as against 21.88 per cent of the non-SC; and, against 1.47 per cent of the SC households, 7.42 per cent of the non-SC were earning an annual income of over Rs.10,000.

The reason for such a low level of income of both the SC and non-SC households may be in the fact that (a) most of them were dependent on meagre wages (working either as labourer or rural artisan); (b) the size of agricultural landholdings were generally very small; and (c) even those self-employed in cottage industry or others having small shops had very limited scope for improving their income. There were no sufficient opportunities for occupational mobility in and around their villages.

## CHAPTER II

### Occupations, Income and Employment

According to Census 1971, 33.77 per cent of the SC population in Uttar Pradesh has been classified as workers and the remaining 66.23 per cent as non-workers. Among the SC working population, 43.42 per cent were cultivators, 42.17 per cent agricultural labourers, 0.57 per cent were in livestock and forestry, 0.05 per cent in fishing and quarrying, 2.61 per cent in household industry, 2.34 per cent in other than household industry, 0.72 per cent in construction, 1.03 per cent in trade and commerce, 1.10 per cent in transport and communication and 5.99 per cent in other services.<sup>1</sup>

In comparison, the percentage of workers among the total population was smaller and that of the non-workers higher by about three per cent, i.e. 30.94 and 69.06 per cent respectively, during the same Census. The proportion of cultivators was significantly higher (57.43%) and that of agricultural labour, significantly lower than the SC (19.95%). Those engaged in livestock and forestry (0.61%) and fishing and quarrying (0.04%) were almost equal to the proportion of the SC. However, those engaged in household industry (3.66%), other than household industry (3.62%) trade and commerce (4.07%), and other services (8.27%) were in larger percentage than the SC. The percentage of workers in construction (0.61%) and transport and communication (1.73%) were almost similar to that of the SC workforce.

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<sup>1</sup>Census of India 1971, Uttar Pradesh, Series 21, Part II-B(i) Economic Tables.

The pattern of economic activity of the SC thus show some significant differences from the pattern of the total population. First, a slightly higher percentage of SC population consists of workers than in the total population, which is suggestive of the need for more women and children of the SC families to take up employment to supplement family income. Second, a significantly lower percentage of workers are cultivators among the SC. Third, agricultural labourers constitute a much large proportion among the SC than in the total population. The two features together are indicative of the landless character of the SC. Fourth, the position of the SC is further aggravated by the fact that in other occupations, viz., household and non-household industry, trade and commerce and other services, which provide relatively stable sources of earnings, their representation is proportionately low. Fifth, the SC are mostly found concentrated in low earning and less stable occupations. About half (48.43%) of the total agricultural labourers in the State belong to the SC whereas among cultivators they are only 17.32 per cent. A significant percentage of the SC workers are found among the total workers engaged in fishing and quarrying (28.13%), construction (27.0%) and livestock (21.39%). The lowest percentage (5.83%) of these castes is found among those engaged in trade and commerce.<sup>2</sup>

Occupational characteristics of our sample of 1021 SC families

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<sup>2</sup>See Annexure 1 and 1 A.

corroborates the above pattern.<sup>3</sup> The family occupation of 48.38 per cent of the SC respondents was, at present, cultivation and that of 39.18 per cent agricultural labour. Of the rest, 5.48 per cent had regular wage/salaried jobs as the main occupation of the family and the rest were self-employed in various activities.

In comparison, 69.73 per cent of the non-SC respondents had cultivation as their family occupation and only 17.58 per cent as agricultural labour. All the rest were self-employed in non-agricultural activities except about two per cent who were wage/salary earners on a regular basis. A high proportion of SC with 'regular job' as their occupation is mainly accounted for by the fact that most of them were employed as sweepers, a job which non-SC will not accept.

#### Activity Status of SC Population

The sample of 1021 households of the SC had a population of 4885 persons : 16.64 per cent of them were children below six years of age, 14.00 per cent were students, 23.62 per cent housewives, 2.17 per cent either handicapped or aged, i.e., above 60 years, and 1.66 per cent unemployed. Thus, the workers consisted of 36.26 per cent of the population of which 34.6 per cent were working and 1.66 per cent unemployed (Table 2.1).

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<sup>3</sup> See Annexure 2.

Table 2.1Activity Status of Scheduled Caste Population  
(in percentage)

Activity Status	Percentage of persons
Working	34.60
Unemployed	1.66
Housewife	23.62
Student	14.00
Retired/Handicapped	2.17
Child (below 6 years)	16.64
Nil (6-10 years)	7.31
TOTAL	<u>100.00</u>

Though about one-third of the total population in the sample is working, it does not necessarily mean that they were productively employed for the whole year. This aspect will be dealt later. Those who neither work nor go to school and are still in the school going age group of 6-10 years constitute 7.31 per cent of the total population. The percentage of such children is higher among the larger-sized families.

Out of the 1690 (34.6%) persons classified as working we find that about one-third (31.36%) of them have to depend on more than one source of earnings (Table 2.2). They have some cultivable land but its size is so small that it cannot meet even the requirements of sufficient food for the households.



Table 2.2

Worker Status of Working Population of SC Households  
(in percentage)

Worker Status	% age
Self-employed in cultivation	21.54
Self-employed in household cottage industry	0.77
Self-employed : others	4.44
Self-employed in cultivation and others	2.25
Regularly employed	5.27
Casual wage earner : labour	35.38
Self-employed in cultivation and casual wage earner	29.11
Others	1.24
TOTAL	<u>100.00</u>

Such persons, therefore, have to engage themselves in other occupations for additional income.

Overall 54 per cent of the SC workers were engaged in cultivation, 22 per cent had it as the sole activity while others combined it with some other activity, mostly labour on casual basis. And 35 per cent were wage labourers on casual basis only. Thus, 64.5 per cent of the SC workers were partly or wholly dependent on casual work. Casual labour thus turns out to be the mainstay of these workers, even more important than cultivation in which only 54 per cent of them are engaged either solely or partly. Such predominance of casual form labour as the

activity of SC workers is a result of their low land base on the one hand, and the lack of other assets and skills to engage in some non-agricultural activity. Though, 61.02 per cent of the SC households owned some land, almost three-fourths of them had too small a size of landholdings to engage their members productively and fruitfully. About half of the land owning households (48.96%) possessed landholding of upto 1.0 acre and about one-fourths (25.36%) owned between 1.0 and 2.0 acre. Thus, about one-fourths of households having agricultural land possessed over 2.0 acre and nearly eight per cent more than 5 acres each. About five per cent of them cultivated an area larger than the size of their own landholdings as they had secured some land either on rent or on sharecropping basis. Most of such households owned very small amount of land themselves.

#### Income Levels

Agricultural labour, the dominant occupation of the SC workers is found to generate the lowest income, along with artisan work, among the various occupations (Table 2.3). Our sample data yielded Rs.3062 as the estimate of average household income of the SC families, which is lower than the currently fixed poverty line income of Rs.3600 per annum. Around 80 per cent of the households have an income of less than Rs.4000 and 55 percent less than Rs.3000 in 1982. The percentage of those with less than Rs.4000 income constituted 93 per cent among

Table 2.3Family Occupation and Annual Income

(in percentage)

Income Per Annum (Rs)	Family Occupation							Total
	Culti- vation	Agri., labour	Ser- vice	Self- emplo- yed	Cotta- ge in- dustry	Rural arti- san	Others	
Upto 1000	3.24	5.50	5.36	2.17	0.0	33.33	7.69	4.41
1001-2500	43.72	67.25	5.36	43.47	66.67	50.00	23.08	50.73
2501-4000	29.96	20.50	8.93	34.78	0.0	0.0	53.85	25.27
4001-6000	12.35	5.50	46.43	19.57	33.33	16.67	15.38	12.05
6001-10000	8.30	1.0	30.36	0.0	0.0	0.0	0.0	6.07
10000 +	2.42	0.25	3.57	0.0	0.0	0.0	0.0	1.47
Total	48.38	39.18	5.48	4.51	0.59	0.59	1.27	100.00
Average household income	3406.42	2275.06	5757.70	3080.43	2950.00	2151.67	3097.69	3062.33
Average per capi- ta income	665.39	525.72	1089.29	694.61	655.56	403.44	583.58	639.92

agriculture labour households. The highest household income is observed among the families with service as **their occupation**, followed by cultivator families and those engaged in cottage industries.<sup>4</sup>

<sup>4</sup> See Annexure 3.

Per capita income for the sample households averaged to Rs.640. The average for all occupational categories, except 'service', fall below the desired level of income to consider the households above poverty line. The lowest per capita income was recorded in the rural artisan households (Rs.403) followed by agricultural labour households (Rs.526).

Table 2.4

Occupation-wise Per Capita Per Year Income of Population  
Belonging to Sample Households

Family Occupation	Per Capita Income : Districts					
	Allaha- bad	Jalaun	Saharan- pur	Sitapur	Uttar Kashi	Total
Cultivation	553.45	687.60	1164.30	588.69	654.52	665.39
Agricultural labour	329.77	474.31	678.21	612.38	570.13	525.72
Service	1172.02	1032.10	1112.94	-	1028.31	1089.29
Self-employed	694.64	779.74	692.40	520.37	600.00	694.61
Cottage industry	-	655.56	-	-	-	655.56
Rural artisan	-	356.67	-	350.00	548.75	403.44
Others	562.50	1550.00	462.28	-	-	583.58
<b>TOTAL (Average)</b>	<b>481.57</b>	<b>638.68</b>	<b>817.81</b>	<b>590.04</b>	<b>656.78</b>	<b>639.92</b>

In the case of agricultural labour the low rates of daily wages and limited period of employment during the year are the factors responsible for low total and per capita income. In the case of rural artisans, such as carpenters and blacksmiths the work opportunities in the villages were very limited, and, therefore, the average income per household is low as compared to other occupations.

Average wages of casual labourers were found to be quite low, and wages for the women workers were significantly lower than the men. The lowest average of daily wages for men were Rs.4 and the highest above Rs.16, whereas, in the case of women workers the lowest and the highest average daily wages were Rs.3 and Rs.11 respectively. The aggregate average for male workers was around Rs.6 and for female workers Rs.3.50.

The Sixth Five Year Plan of Uttar Pradesh has considered the population with a per capita monthly expenditure of less than Rs.63.30 in rural areas in 1979-80 as the one which could be described as living below the poverty line.<sup>5</sup> This comes to a per capita per year expenditure of Rs.759.60. With a price increase of 7.32 per cent in 1980-81 and 1981-82 this limit increases to a per capita per year expenditure of Rs.815.25 and Rs.874.92 in 1980-81 and 1981-82 respectively. Thus, the population in rural areas with a per capita per year expenditure of

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<sup>5</sup> Draft Sixth Five Year Plan 1980-85, Op.cit., Vol.I, p.92.

less than Rs.874.92 in 1981-82 could be described as the one living below the poverty line.

Considering the above mentioned criterion we find that about 80 per cent of the population belonging to the 1021 sample SC households was living below the poverty line. Those living above the poverty line belong to the families in the occupational category of 'service', cultivation (only in district Saharanpur) and 'others' (in district Jalaun).

The inter-district analysis of per capita per year income of the population belonging to the selected families in different occupational categories (Table 2.4) indicate:

1. The highest per capita per year income of the population belonging to the families in the occupational category of cultivation was found in district Saharanpur (Rs.1164.30) and lowest in district Allahabad (Rs.553.45).
2. In the case of those in the occupational category of agricultural labour also, the highest per capita income was found in district Saharanpur (Rs.678.21) and lowest in district Allahabad (Rs.329.77).
3. The per capita income of those dependents on service in four of the five districts was above the poverty line. The highest among them was recorded in Allahabad (Rs. 1172.02) and lowest in district Uttar Kashi (Rs.1028.31). In the remaining district of Sitapur none of the households in our sample fell in the occupational category of service.
4. In the case of the population in the occupational category of self-employed, the highest per capita income was recorded in district Jalaun (Rs.779.74) and lowest in district Sitapur (Rs.520.37).
5. There were only six households in district Jalaun who were engaged in cottage industry and their total population consisted of 27 persons who had a per capita income of Rs.655.56.



6. There were no families of rural artisans in our sample of district Allahabad and Saharanpur and the highest per capita income among the three remaining districts was found in Uttar Kashi (Rs.548.75) and lowest in district Sitapur (Rs.350.00).
7. None of the households were found in the occupational category of 'others' in district Sitapur and Uttar Kashi and among the remaining three districts the highest per capita income was found in district Jalaun (Rs.1550.00) and lowest in district Saharanpur (Rs.462.28).

Placing the five districts according to the per capita per year income of their sample population we find the highest average per capita per year income in district Saharanpur (Rs.817.81) followed by Uttar Kashi (Rs.656.78), Jalaun (Rs.638.68), Sitapur (Rs.590.04) and Allahabad (Rs.481.57).

#### Indebtedness

Indebtedness is an indicator of poor economic conditions of the indebted person, particularly, if the loan was sought for purposes of current consumption. In our study we tried to find out the extent of indebtedness among the sample population so that we can have some idea of another dimension of their poverty. We find that in our sample 451 (44.17%) households had secured loans of different amounts varying from upto Rs.500 to more than Rs.10,000. About one-third of them (33.04%) had secured a loan of upto Rs.500, 17.74 per cent had obtained it in between Rs.501-1000 and 35.03 per cent in between Rs. 1001-3000. Thus, a majority of the indebted families, i.e., 85.81 per cent had secured a loan of upto Rs.3000, while those indebted for over Rs.5000 constituted of only 4.21 per cent.

As regards the purpose for which loans were sought, we find that 52.77 per cent of the loans were secured for consumption purpose, i.e. buying necessary requirements of the households including food and clothing and meeting expenditure on medical treatment, social functions and construction or repairs of the house, etc. About one-fifth (19.29%) of the loans were obtained for the development of agriculture/purchase of agricultural land, 14.86 per cent for purchasing livestock and 13.08 per cent for self-employment. Table 2.5 presents the relationship between the size of loan and the purpose for which they were obtained.

Table 2.5

Amount Borrowed and the Purpose for Which it was secured  
(in percentage)

Amount Borrowed	Purpose		
	Consumption	Production	Total
Upto Rs.500	80.53	19.47	33.04
501-1000	47.50	52.50	17.74
1000-3000	42.40	57.60	35.03
3001-5000	26.66	73.34	9.98
5001-7000	25.00	75.00	0.89
7001-10000	0.00	100.00	1.55
10001 +	0.00	100.00	1.77
TOTAL	52.77	47.23	100.00

The above Table indicate a consistant relationship between

the amount of loan and the purpose for which they were sought. In the case of loans for consumption purposes the relationship was negative while in the case of loans for productive purposes, it was positive, i.e., lower the amount of loan secured higher was the proportion of the household who sought it for consumption purpose and higher the amount of loan, higher was the proportion of borrowers who secured it for productive purposes. This implies that those who were economically very weak sought loans for consumption purposes. A larger proportion of those who were financially better off secured loans for productive purposes, to strengthen further their economic conditions. From the lowest amount of borrowings the percentage of those who sought it for productive purposes has increased consistently and significantly from 19.47 to 100.00 in the size of loan upto Rs.500 to Rs.7001 and above respectively.

The loans were obtained from a number of agencies. About half of the loans were secured from private sources, such as moneylender (40.13%), relations (0.44%) and others, including friends (9.09%) , and one-fourths (24.17%) from the nationalised banks, while 17.74 per cent obtained it from the cooperative society and 8.43 per cent from the cooperative bank.

A large percentage of the indebted persons preferred to secure loans from private sources **though** they had to pay high rate of interest. The reason was that it was considered easier

Table 2.6

Source From Which Loans Secured and Rate of Interest  
(in percentage)

Source of Loan	Rate of Interest Per Year:				Total
	Upto 6%	6.1 - 12%	12.1 - 18%	24.1% or above	
Nationalised Bank	70.64	19.27	10.09	0.00	24.17
Cooperative Bank	36.84	31.58	31.58	0.00	8.43
Cooperative Society	7.50	7.95	83.75	0.00	17.74
Moneylender	0.00	0.55	0.55	98.90	40.13
Relation	0.00	0.00	0.00	100.00	0.44
Others	48.78	7.32	17.07	26.83	9.09
<b>TOTAL</b>	<b>25.94</b>	<b>9.76</b>	<b>21.73</b>	<b>42.57</b>	<b>100.00</b>

by them to get the loan from moneylender and other private sources rather than from the financial institutions. This was considered by a larger proportion of those in the category of economically weakest of the weaker population. Most of them had secured loans of smaller amount and for consumption purposes. They considered drawing loan from the banks was difficult even for productive purposes as their procedures were lengthy as well as complicated. They also alleged that there was corruption among the bank personnel dealing with the sanction of loans.

However, a majority of those who secured loan from nationalised banks got it at the lowest rate of interest i.e. upto 6%

per year. Those who obtained loans from cooperative banks were almost equally divided between different rates of interest, i.e. between upto 6 per cent and 18 per cent. In the case of those who received loans from cooperative society, a large majority had to pay interest between 12.1% and 18% per year (83.75%).

In Table 2.7 we present data pertaining to the amount borrowed and amount remained unpaid. The purpose of this analysis is to find out to what extent amount of loan has been repaid by the indebted persons and to identify the size of loans in which repayments have been made in greater proportion.

Table 2.7

Amount Borrowed and Amount Remained Unpaid

(in percentage)

Amount Borrowed (Rs.)	Amount Remained unpaid (Rs)								Total
	Nil	Upto 500	501- 1000	1001- 3000	3001- 5000	5001- 7000	7001- 10000	10000+	
upto 500	0.00	100.00	-	-	-	-	-	-	33.04
501-1000	2.50	23.75	73.75	-	-	-	-	-	17.74
1001-3000	1.90	3.16	22.79	70.25	-	-	-	-	35.03
3001-5000	-	6.67	2.22	44.44	46.67	-	-	-	9.98
5001-7000	-	-	-	-	75.00	25.00	-	-	0.89
7001-10000	-	-	-	-	-	28.57	71.43	-	1.55
10001+	-	-	-	12.50	12.50	25.00	25.00	25.00	1.77
TOTAL	1.11	39.03	21.95	29.27	5.54	1.11	1.55	0.44	100.0

We find that only 1.11 per cent of the loanees repaid the full amount of their borrowings. As stated earlier that most of



the loans of smaller amount were secured for consumption purpose by the poorest of the poor and, therefore, the entire amount of all such loans have remained unpaid. This suggest that the population (33.04%) which obtained loans of upto Rs.500 was poorest and, therefore, they could not refund even a part of the amount they borrowed.

Of those who secured loans of in between Rs.501-1000, only 2.5 per cent were able to repay the entire amount they borrowed while 23.75 per cent made repayments only partly. In the case of those who borrowed in between Rs.1001-3000, only 1.9 per cent refunded the full amount while 25.95 per cent refunded only partly. Part repayments have also been made by the majority of the persons who borrowed an amount in between Rs.3000 -5000, Rs. 5001-7000 and over Rs.10000. But on further analysis we find that 77.16 per cent of the indebted population had not been able to refund the loan amount even partly. An almost insignificant proportion of the loanees were able to refund the entire amount they borrowed, i.e. 1.11 per cent. Thus, only about one-fifths (21. 73%) of the indebted persons were able to refund the amount partly. Another significant trend was that, except in the case of borrowers of an amount in between Rs.7001-10000 a higher percentage of the loanees of lower amount were unable to make even part repayments.. This trend was almost consistent. Such a situation is indicative of the very weak economic conditions of the population. This also suggest that the loans obtained even for productive purposes had not yielded sufficient



income which might have otherwise helped the people to repay their loans.

### Under-Employment/Unemployment

An exact assessment of the position with regard to under-employment and unemployment is difficult in the rural areas. It is well known that a significant proportion of the population, including marginal farmers do not have full-time employment. They, therefore, undertake different types of jobs to earn their livelihood. However, in the present study we have estimated the employment position of that segment of population which is called as casual wage earners. These workers were found in 732 households of the sample.

We have analysed the data on employment of male and female workers separately. The data indicate the number of months of employment during a year and the number of days of employment in the months of employment. Since we collected data on employment of all the members of the sample households we have, therefore, computed average number of months and days of employment of male as well as female workers in the family. Table 2.8 analyses the employment situation of the male workers.

Wage earners from around one-half of the households were employed for a period upto eight months and those from the other half for 8 to 12 months in a year. On this basis, one half of

Table 2.8

Average Number of Months of Employment of Male Workers in the Households and Days of Employment in the Months of Employment

(in percentage)

Average number of months of employment (casual wage earners)	Average Days of Employment in the months of Employment					Total
	Upto 10	11-15	16-20	21-25	26+	
Upto 4	44.44	37.04	7.41	-	11.11	3.69
5 - 6	26.09	40.00	26.09	6.09	1.73	15.71
7 - 8	6.93	19.05	32.47	41.12	0.43	31.56
9 - 10	2.04	15.31	34.18	45.92	2.55	26.78
11-12	20.25	26.99	23.93	21.47	7.36	22.26
TOTAL	12.98	23.77	29.10	31.01	3.14	100.00

them could be considered as reasonably fully employed. Those having average of less than six months of employment (19.40%) could, however, be considered as severely underemployed. But if we take account of the average days of monthly employment as well, the extent of underemployment is of a much higher order. Most of those with upto six months or 11-12 months of work got employment for less than 15 days per month during the months of employment.

We have seen in Table 2.1 that a very small percentage of the total population constituting the sample households (1.66%) was fully unemployed. They were those who could not get work even for a single day in a year. But, this does not mean that the sample population was not facing the problem of unemployment. As we see in Table 2.8, there is a serious problem of under-employment among the sample households. We have tried to estimate the period of unemployment among the population but this estimate is certainly on the lower side as the estimates are based on the higher side of number of months of employment in different categories. Out of 732 families whose male members were working as casual wage earners the workers of 52 households were getting employment for about 300 days a year. They were, therefore, considered as full-time employed. The estimates of under-employment/unemployment among male workers on the basis of average number of days of employment in the remaining 680 households are, therefore, presented as under:

1. Of the families whose male workers get on an average 10 day's work in the months of employment (13.97%) the average period of their unemployment in a year was 216.63 days. In the case of the households where the workers got, on an average, employment for 11-15 (25.59%), 16-20 (31.32%), 21-25 (28.24%) and 26 or more (0.88%) days in a month of employment the average periods of their unemployment in a year were 171.03, 11.15, 78.39 and 140.0 days respectively.

2. In the families where their members got on an average employment for upto 4 months in a year (3.69%) the average period of their unemployment is estimated to be 240.74 days a year. The average number of days of unemployment were 204.78 in the families where their male members were getting work for 5-6 months (15.71%). In the case of the households where male workers were able to get work for 7-8 (31.56%), 9-10 (26.78%) and 11-12 (22.26%) months the average periods of unemployment were 136.36, 86.39 and 116.90 days a year respectively.

3. The average period of unemployment of male casual workers among the total sample of households in a year was found 134.72 days.

In our sample, women of 158 households were also working as casual wage earners. Among them, 6.96 per cent were getting work for an average of four months in a year: 37.98 per cent in between 5-6 months, 15.82 per cent in between 7-8 months, 3.16 per cent in between 9-10 months and 36.08 per cent during a period exceeding 10 months. However, as in the case of male casual wage earners, the average months of employment of female workers also does not mean that they were getting employment for full months. We find that the female workers in 23.41 per cent of the households were getting on an average of 10 days' work in the month of employment, 37.98 per cent for 11-15 days a month, in 29.75 per cent of households the average working days were 16-20 and in 8.86 per cent of the families between 21 and 25 days (Table 2.9).

Table 2.9

Average Number of Months of Employment of Female Workers in the Households and Days of Employment in the Months of Employment

(in percentage)

Average number of months of employment (casual wage earners)	Average Days of Employment in the Month of Employment				Total
	Upto 10	11-15	16-20	21+	
Upto 4	36.36	18.18	45.46	-	6.96
5-6	11.67	56.57	21.66	-	37.98
7-8	8.00	16.00	60.00	16.00	15.82
9-10	-	-	80.00	20.00	3.16
10 +	42.11	24.56	17.54	15.79	36.08
TOTAL	23.41	37.98	29.75	8.86	100.00

A comparison of the data regarding the period of employment of male and female workers indicate that the female workers of a larger proportion of households were able to get employment for lesser number of months in a year than the male workers. During the months of employment also a larger percentage of the female workers were getting work for a shorter duration than the male workers. For example, against an average period of employment of 19.4 per cent of male workers for upto six months the proportion of the female workers getting work for a similar period in a year was as high as 44.94 per cent. The average number of

months of employment of 80.6 per cent of male workers was, therefore, above six months as compared to 55.06 per cent of women workers. Similarly, a significantly higher percentage of women workers were getting work only for upto 15 days in the month of employment (61.39%) as against 36.75 of the male workers. On the other hand, the average days of employment of only 8.86 per cent of the female workers were 21 or more in the month of employment as compared to 34.15 per cent of the male workers.

Out of 158 families whose female members were engaged in casual jobs only nine had an average working period of full year of their women workers. In the remaining households (149) we estimated an average period of unemployment of 172.82 days in a year. The analysis further indicate that:

1. The average period of unemployment of women workers was found 202.16 days a year in 24.83 per cent of the households, whose female workers get on an average 10 days work in a month of employment. In the case of the families where the average number of days of employment in a month of employment were 11-15 (40.27%), 16-20 (31.54%) and 21-25 (3.36%) the average periods of unemployment comes to 188.0, 139.15 and 90.0 days a year respectively.

2. The average period of unemployment of female workers in a year was 238.18 days in the households whose members were getting work for a period of upto four months in a year (6.96%).



In the case of families whose female members get an average employment for 5-6 months (37.93%), 7-8 months (15.82%), 9-10 months (3.16%) and more than 10 months (36.08%) the average periods for their unemployment in a year were 207.0, 146.4, 137.5 and 90.0 days respectively.

### Summary

1. The family occupation of a substantial proportion of our respondents was cultivation (48.38%) and labour, mostly in agriculture (39.18%). About 10 per cent were engaged in regular jobs (5.43%) and self-employment (4.51%). Thus, a small minority (2.45%) of the households were working as rural artisans including in cottage industries, and as mason, dhobi, sweeper, barber, rickshaw puller etc.
2. The majority of the sample households (61.02%) owned cultivable land but about half of them had landholdings of upto one acre size and about one-fourths owned between 1.1-2.00 acre. Thus, the size of landholdings, in a majority of the households was very small. However, only about five per cent of the sample, mostly those having small sized landholdings, had acquired some more land either on hire or share cropping basis.
3. As regards the income of the sample population, we have analysed it at two levels : (a) average income per household and (b) per capita per year income. The average annual income per household was found Rs.3062.33, highest in the occupational

category of regular service (Rs.5757.70) and lowest among the families of rural artisans (Rs.2151.67). The average per capita per year income of the total population of the sample households was Rs.639.92. The highest per capita per year income of Rs.1089.29 was found in the case of families with 'service' as their occupation and the lowest in the families of rural artisans (Rs.403.44). In the light of the criterion laid down in the Sixth Five Year Plan of the State, we find about 80 per cent of the population in sample households was living below the poverty line. The conditions of abject poverty among the population are due to the fact that (a) the small size of landholdings of the families engaged in cultivation do not permit them to afford better inputs for higher yield, (b) the rate of wages of labour are, in general, very low and, over and above, the period of employment during a year is short and (c) the opportunities of work for the rural artisans in the villages are very limited. Similarly, the households engaged in self-employment and cottage industry also have a very limited scope of their business in the village economy.

4. An indication of poor economic conditions is the extent of indebtedness. In our sample 44.17 per cent of the households had secured loans ranging from upto Rs.500 to over Rs.10000. The loan amount of 85.81 per cent of them was upto Rs.3000. Of the total loans 52.77 per cent were secured for consumption purpose. About half of the loans were obtained through private

sources for which higher rates of interest were charged. But, it was considered easier to secure loans from these sources. All the loans of the lowest amount, i.e. upto Rs.500 had not been rapid even partly whereas in the case of loans of higher amounts part-repayments had been made by a minority of the population.

5. In the present study we have also estimated employment position of casual wage earners. These workers were found in 732 out of 1021 households in the sample. We find that the average number of days of unemployment among the total male workers were 134.72 in a year. In about four per cent of the households the average days of unemployment in a year were 240.74, in about 16 per cent of the families 204.78, in about 32, 27 and 22 per cent of the households were 136.36, 86.39 and 116.90 days a year respectively. The average period of unemployment of the total female workers belonging to 149 households was 172.82 days a year. About seven per cent of the families had an average period of 238.18 days of unemployment of their women workers. In the case of about 38, 16, 3 and 36 per cent of the households the average period of unemployment of their women workers in a year was 207.0, 146.4, 137.5 and 90.0 days respectively. Thus, the data indicate that the casual wage earners, male and female both, were facing a very serious problem of underemployment/unemployment and among them, the position of the female workers was worst.

### CHAPTER III

#### Development Programmes and Scheduled Castes

For assessing the impact of development programmes a number of questions relating to the benefits that the respondents and their families received from these programmes were asked. The programmes were classified according to eleven sectors with which they were connected: agriculture, irrigation, animal husbandry, small cottage industries, horticulture, rural artisans, self-employment, education, housing, electricity and 'others'. Information was sought on assistance received by respondents, if at all, under any of the schemes, general or specifically meant for SC; actual value of assistance, proportion of subsidy, extent of repayment of loan, the agency through which assistance was received, time taken in getting the assistance and his experiences in getting the assistance. Information was also sought from the non-SC respondents for a comparative analysis of the benefits derived by the SC and non-SC groups from the various general programmes of development.

In our sample of 1021 SC, 538 (52.69%) respondents or their families had received assistance under general or specific programmes. In comparison, 160 respondents out of a sample of 512 non-SC (31.25%) had benefited from the general programmes. It was encouraging to find that the proportion of the beneficiaries of the general programmes among the non-SC (31.25%) and the

SC (32.62%) sample households was almost equal. This indicate that equal attention was paid towards the SC population while implementing various general schemes/programmes. The consolidated data of the beneficiaries among the SC and non-SC is presented in Table 3.1.

Table 3.1

Beneficiaries of Various Programmes

(Percentage distribution by programme items)

Programmes connected with	Total Beneficiaries		General programmes		Programmes for SC only
	Non-SC	SC	non-SC	SC	
Agriculture (Land)	9.38	12.64	9.38	6.91	21.95
Agriculture (others)	18.12	5.95	18.12	7.81	2.93
Irrigation	5.00	2.23	5.00	2.40	1.95
Animal Husbandry	25.00	31.60	25.00	36.64	23.42
Small Cottage Industries	-	0.19	-	-	0.49
Horticulture	8.75	2.23	8.75	3.30	0.49
Self-employment (trade)	3.75	8.36	3.75	5.71	12.68
Education	-	9.11	-	-	23.90
Housing	21.25	23.61	21.25	31.83	10.24
Others	8.75	4.09	8.75	5.40	1.95
Percentage of beneficiaries in the total sample	31.25	52.69	31.25	32.62	20.08

The highest percentage of the beneficiaries of general programmes of development, SC and non-SC both, have received assistance for animal husbandry followed by the assistance for housing and agriculture (land and other assistance combined). The share of the two groups in the assistance for different purposes,



however, varies significantly. For example, 36.64 per cent of the SC beneficiaries received assistance for animal husbandry, 31.83 per cent for housing and 14.72 per cent for agriculture (including land and other assistance). In comparison, 25.0 per cent among the non-SC beneficiaries received assistance for animal husbandry, 21.25 per cent for housing and 27.50 per cent for agriculture (land and other agricultural assistance combined). A higher proportion of the beneficiaries among the non-SC received assistance for agriculture, horticulture, irrigation and other purposes. Among the SC beneficiaries on the other hand, a higher percentage had received assistance for animal husbandry, housing and self-employment from general programmes. This pattern probably reflects the differences in the land ownership between the two groups : the non-SC mostly having land have sought and received assistance relating to agriculture, while SC with no or little land can benefit mostly from the non-agricultural programmes.

Among the SC beneficiaries who were benefited from the special schemes operating for their castes, we find again, the highest proportion had secured assistance for animal husbandry (23.42%), or then they have benefited from the educational facilities available for their children (23.90%) and the programme of distribution of agricultural land to landless (21.95%). A significant proportion of the beneficiaries also received assistance for self-employment (12.68%) and housing (10.24%).



In the above paragraphs we have quantified the beneficiaries in terms of their proportion among the SC and the non-SC sample. This, however, does not indicate the share of the two groups in the quantum of the assistance distributed among them. In order to find out the extent of efforts made by the government for improving the economic status of the SC population it is essential to find answers to a few questions, such as:

(a) How far the share of the SC in the assistance under the general programmes of development had been comparable with the non-SC.

(b) How far the quantum of assistance to the SC under the special programmes had been comparable with the quantum of assistance under the general programmes.

(c) What had been the experience of the beneficiaries in getting the assistance, particularly in terms of time gap in materialising the assistance and difficulties, if any, faced by them in getting it; and,

(d) Why a large number of the sample households of both the scheduled and non-scheduled castes could not benefit from any kind of assistance.

#### Share in the Assistance

We have examined the share of the SC and non-SC beneficiaries in the assistance provided under different programmes. This

has been analysed from three aspects : (a) the share of the SC in the general programmes as compared to the non-SC; (b) the quantum of assistance received by the SC beneficiaries under the special programmes for these castes; and (c) the quantum of assistance received by the SC beneficiaries from both the sources in comparison with the quantum of assistance received by the non-SC beneficiaries under the general programmes.

In Table 3.2 we present a comparative picture of the quantum of assistance received by the beneficiaries for different purposes under the general programmes of development.

We find that a slightly higher percentage of the SC beneficiaries received assistance in the lowest and the highest value groups, i.e. upto Rs.500 and Rs.3001 or more. Of the other hand, a higher proportion of the beneficiaries among the non-SC received assistance worth Rs.501-1000 and Rs.1001-3000. However, differences in the overall position of the beneficiaries among the two castes are not very significant. Broadly, both groups received the average assistance of around Rs.2000 per household.

A further analysis of the value of assistance received by the two castes groups under various general schemes indicate the following:

- a) The value of the assistance in the form of agricultural land had been higher, i.e. Rs.1001 or more, in the case of the majority

Table 3.2

Value of Assistance Received by the Beneficiaries Under General Programmes

(in percentages)

Assistance for	Value of Assistance (Rs):									
	Non-Scheduled Castes					Scheduled Castes				
	Upto 500	501-1000	1001-3000	3001+	Total	Upto 500	501-1000	1001-3000	3001+ Total	Total
Agriculture (Land)	6.67	53.63	40.00	-	9.38	21.74	17.39	26.09	34.78	6.91
Agriculture (Others)	13.79	27.59	44.83	13.79	18.12	34.62	23.08	15.38	26.92	7.81
Irrigation	-	-	50.00	50.00	5.00	-	-	25.00	75.00	2.40
Animal Husbandry	-	15.00	47.50	37.50	25.00	1.64	21.31	45.90	31.15	36.64
Horticulture	21.43	35.71	42.86	-	8.75	-	72.73	27.27	-	3.30
Self-employment	-	-	50.00	50.00	3.75	5.26	26.32	31.58	36.84	5.71
Housing	85.30	2.94	5.88	5.88	21.25	57.55	6.60	28.30	7.55	31.83
Others	14.29	35.71	42.86	7.14	8.75	77.78	11.11	11.11	-	5.40
<b>TOTAL</b>	<b>24.38</b>	<b>20.63</b>	<b>36.87</b>	<b>18.12</b>	<b>100.00</b>	<b>27.63</b>	<b>17.42</b>	<b>32.73</b>	<b>22.22</b>	<b>100.00</b>

of the SC beneficiaries (60.87%) as compared to non-SC (40.0%). Over one- thirds of the SC beneficiaries had received land worth more than Rs.3000 whereas none of the non-SC was found to have received land worth that amount.

b) The value of the assistance for other agricultural purposes, such as development of agriculture and purchase of inputs, was lower in the case of a larger proportion of the SC beneficiaries as against the non-SC. However, a larger proportion of the SC beneficiaries received assistance worth over Rs.3000 (26.92%) as against the non- SC (13.79%). Similarly, about three-fourths of the SC beneficiaries of irrigation facilities received assistance of over Rs.3000 as compared to the non-SC (50.0%).

c) In the case of assistance for animal husbandry the value of the benefits received by the non-SC had been higher as compared to the SC. A similar pattern of assistance was found in the case of schemes for horticulture and self-employment.

d) In the case of assistance for housing, more non-SC beneficiaries received assistance of comparatively smaller amount than the SC beneficiaries. For example, 85.3 per cent of the non-SC received the assistance worth only upto Rs.500 as against 57.55 per cent of the SC. Thus, among the non-SC who benefited from this programme only 11.76 per cent got over Rs.1000 as compared to 35.85 per cent of the SC beneficiaries.

e) Among the beneficiaries who received assistance for certain other

such purposes/as rehabilitation under Bonded Labour Programme, relief from flood, drought or fire and small grants to very poor persons for consumption purposes or medical treatment a large majority of the SC received smaller amounts of a maximum of Rs.500 (77.78%). In comparison only 14.29 per cent of the non-SC received assistance of similar value, whereas 35.71 per cent of them received in between Rs.501-1000 and 50 per cent over Rs.1000. Among the SC, however, the proportion of the beneficiaries who received assistance of over Rs.1000 was only 11.11 per cent.

We have further analysed the data pertaining to the quantum of assistance received by the beneficiaries under different programmes. This analysis relates to the per household and per capita assistance. It indicates (a) the share of the non-SC and the SC beneficiaries in the assistance provided under the general programmes; (b) the per household and per capita assistance provided to the SC under the special programmes; and, (c) the comparative position of the per household and per capita total assistance distributed to the SC beneficiaries under the general and special programmes both and to the non-SC under the general programmes. This will facilitate us to examine whether the SC have received any special attention as against the non-SC in the distribution of assistance under various programmes. The Table 3.3 presents the comparative position of beneficiaries of the two castes groups in sharing the assistance distributed under various general programmes of development.



Table 3.3

Per Household and Per Capita Assistance to non-Scheduled Castes and Scheduled Castes Under Different General Programmes of Development

(in Rupees)

Programmes connected with	Value of Assistance			
	Non-Scheduled Castes		Scheduled Castes	
	Per house- hold	Per Capita	Per house- hold	Per Capita
Agriculture (Land)	1102.00	172.19	2789.96	562.28
Agriculture (Others)	3601.03	607.15	2440.38	503.57
Irrigation	3262.50	492.45	6156.25	985.00
Animal Husbandry	2931.00	501.03	2630.90	514.38
Horticulture	1257.14	202.30	1136.36	171.23
Self-employment	3536.67	544.10	2584.21	522.34
Housing	428.53	87.25	1017.08	202.65
Others	1292.86	212.94	627.22	120.11
<b>TOTAL</b>	<b>2098.69</b>	<b>359.90</b>	<b>2039.50</b>	<b>396.93</b>

From Table 3.3 we find that the average per household assistance of the total non-SC beneficiaries was higher by only about three per cent from the average assistance received by the SC. We, however, find that the per household assistance to the beneficiaries of four programmes was higher among the non-SC as against the SC. These programmes were agricultural development,



animal husbandry, horticulture and self-employment schemes. The SC beneficiaries, on the other hand, received significantly higher amount of assistance under agricultural land, irrigation and housing programmes. Thus, we may conclude that the average per household assistance to the SC beneficiaries is higher : under such programmes which could help them develop their independent socio-economic base. In comparison, the higher per household assistance to the non-SC under other programmes indicate that they benefited more in terms of additional sources for their existing activities. The strategy of the development agencies, therefore, seems first to rehabilitate the SC to some extent and improve the weak socio-economic conditions of the non-SC through certain appropriate programmes. In Table 3.4 we present a comparison between the per household and per capita assistance received by the SC under various special programmes for them and under general programmes meant for all. The purpose of this analysis was to know whether there was more emphasis on some schemes under general programmes and on others under special programmes.

Per household assistance received by SC is not significantly different under general programmes of development from the special programmes for them. However, significant differences were found among the various programmes common in both the general as well as special programmes of development. A higher per household

Table 3.4

Per Household and Per Capita Assistance to the Scheduled Castes  
Under Special and General Programmes

(in rupees)

Programmes connected with	Value of Assistance			
	General Programmes		Special Programmes	
	Per House- hold	Per Capita	Per house- hold	Per Capita
Agriculture (Land)	2789.96	562.28	2970.00	648.79
Agriculture (Others)	2440.38	503.57	1325.00	361.36
Irrigation	6156.25	985.00	6125.00	980.00
Animal Husbandry	2630.90	514.38	3050.52	602.57
Small Cottage Industry	-	-	1500.00	375.00
Horticulture	1136.36	171.23	1500.00	187.50
Self-employment	2584.21	522.34	2011.92	421.85
Education	-	-	640.82	111.69
Housing	1017.08	202.65	1014.29	266.25
Others	627.22	120.11	82.50	13.20
TOTAL	2039.50	396.93	2049.66	415.20

assistance was given to the SC beneficiaries through general programmes of development than through special programmes for purposes of agricultural inputs, self-employment, irrigation and housing. It seems there were many schemes under general programmes which offered suitable assistance for certain miscellaneous purposes as against provisions under special programmes which

were nominal. The beneficiaries under special programmes received a higher per household assistance for the purpose of agricultural land, animal husbandry and horticulture as compared to the value of assistance under general programmes. Assistance was also provided for small cottage industries and education of children through special programmes, not availed of under general programmes.

In Table 3.5 we present a comparison between the per household assistance received by the non-SC beneficiaries through general programmes of development and by the SC under general and special programmes both.

Table 3.5

Per Household and Per Capita Assistance to Non-Scheduled Castes Through General Programmes and to the Scheduled Castes Under General and Special Programmes both

(in rupees)

Programmes connected with	Value of Assistance			
	Non-Scheduled Castes		Scheduled Castes	
	Per house- hold	Per Capita	Per house- hold	Per Capita
Agriculture (Land)	1102.00	172.19	2908.09	617.97
Agriculture (Others)	3601.03	607.15	2231.25	482.43
Irrigation	3262.50	492.45	6145.83	983.33
Animal Husbandry	2931.00	501.03	2749.38	539.09
Small Cottage Industry	-	-	1500.00	375.00
Horticulture	1257.14	202.30	1166.67	172.84
Self-employment	3536.67	544.10	2253.36	465.18
Education	-	-	640.82	112.54
Housing	428.53	87.25	1016.61	210.96
Others	1292.86	212.94	528.18	97.65
<b>TOTAL</b>	<b>2098.69</b>	<b>359.90</b>	<b>2043.37</b>	<b>403.72</b>

Per household assistance to the non-SC beneficiaries was higher than the SC in the case of those who received it for agricultural inputs, animal husbandry, horticulture, self-employment and 'other' purposes. The SC beneficiaries, on the other hand, received a significantly higher per household assistance, in comparison to the non-SC, for agricultural land, irrigation and housing. The SC also benefited through special programmes for small cottage industries and education of children, for which no assistance was availed under general programmes.

The overall trend in the Table 3.5 is similar to that in Table 3.3 in which a comparison has been made of the average per household assistance under general programmes only. The addition of assistance under the special programmes for SC (Table 3.5) had not made any significant difference possibly due to the fact that the assistance under general and special programmes was provided to the people keeping in view that a beneficiary gets assistance only from one source. Thus, the efforts of the agencies conducting the two programmes were to enlarge the number of beneficiaries among the population of the SC. Through this **strategy** a beneficiary got assistance for a particular purpose either through general programme or under the special programme.

We also find that among the two types of developmental programmes, i.e. general and special, through which the SC households received assistance the population of the beneficiaries

secured a higher per household assistance for agricultural inputs, irrigation, self-employment, housing and others through the general programmes of development. In comparison, a higher per household assistance was obtained by the beneficiaries for agricultural land, animal husbandry and horticulture under the special programmes. They also availed assistance for small cottage industries and education of their children which was not availed by anyone in the sample through general programmes.

#### Experience of the Beneficiaries

A small number of the respondents complained about certain difficulties they experienced in getting the assistance. They comprised of 16 beneficiaries (2.97%) of the SC and 10 (6.25%) of the non- SC. Among them five of the non-SC complained about complicated procedure; four were sore over the delay in sanction of assistance and one person alleged about the corrupt practices in the concerned offices. Among the SC, however, nine out of 16 persons alleged about similar practices in the concerned offices; and seven persons complained about the delay in the sanction of assistance due to lengthy procedure and red-tapism. Although a larger percentage of the non-SC beneficiaries (6.25%) experienced some difficulty than the SC (2.97%) in getting the assistance yet their number was very small and, therefore, we may say that, by and large, the beneficiaries, non-SC and SC both, did not face any serious difficulty in getting the assistance.



We have also examined the question as to how long a beneficiary had to wait for assistance after he had approached the concerned agency. This aspect is related to the problems, that the beneficiaries faced which resulted in delay in materialising the assistance. Though, processing of applications for different types of assistance might require different procedures to follow, it is worth examining the following questions:

- i) how far the time gap in the general programmes been similar in the case of SC and non-SC beneficiaries; and,
- ii) whether there was any significant difference in the time gap in materialising assistance under general and special programmes for the SC.

The answers to the above questions will help us in finding out whether any special attention was paid to the SC in sanctioning and releasing the assistance. Table 3.6 presents a comparison between the non-SC and SC beneficiaries who benefited from the general programmes of development. We find that the majority of the beneficiaries, SC and non-SC both, received the assistance in between one and three months from the date of approaching the concerned agency for the first time. However, a larger proportion of the non-SC beneficiaries received assistance within a month (35.0%) than the SC (21.32%). A significantly higher percentage of the SC beneficiaries, on the other hand, received assistance after three months (23.72%) as against 14.37 per cent of the non-SC. It may be assumed that the delay in the sanction of assistance to the SC was due to their inability to fulfil



Table 3.6

Time Gap in Getting Assistance For Different Purposes Under  
General Programmes

(in percentage)

Purpose	Time Gap in Materialising Assistance							
	Non-Scheduled Castes				Scheduled Castes			
	Upto 1 month	1 - 3 months	3 + months	Total	Upto 1 month	1 - 3 months	3 + months	Total
Agriculture (Land)	26.67	46.66	26.67	9.38	17.39	47.83	34.78	6.91
Agriculture (Others)	62.07	37.93	-	18.12	46.15	53.85	-	7.81
Irrigation	12.50	62.50	25.00	5.00	25.00	50.00	25.00	2.40
Animal Husbandry	17.50	57.50	25.00	25.00	12.30	66.39	21.31	36.64
Horticulture	21.43	57.14	21.43	8.75	27.27	54.55	18.18	3.30
Self-employment	-	33.33	66.67	3.75	10.53	47.37	42.10	5.71
Housing	41.18	58.82	-	21.25	21.70	48.11	30.19	31.83
Others	62.29	35.71	-	8.75	55.56	38.89	5.56	5.40
TOTAL	35.00	50.63	14.37	100.00	21.32	54.96	23.72	100.00

certain procedural requirements early. Completing such formalities took longer time in their case which caused delay in the sanction of assistance.

We find that a larger proportion of the non-SC beneficiaries received assistance for agriculture (land and agricultural inputs both), animal husbandry, housing and other purposes earlier, i.e., within a month, than the SC beneficiaries. On the other hand, the assistance for irrigation, horticulture and self-employment was received by a larger proportion of the SC than non-SC beneficiaries during the same period.

If we consider the maximum period of over three months in materialising the grant of assistance we find a smaller percentage of the SC receiving assistance for animal husbandry, horticulture and self-employment as against the non-SC during this period. However, a larger percentage of the SC who benefited from the assistance for agricultural land, housing and other miscellaneous purposes had to wait for it for over three months.

The sanction of assistance to the SC under special programmes took slightly longer period for a larger number of beneficiaries as compared to the period in which assistance was provided under general programmes. For example, we find that 13.46 per cent of the beneficiaries received the assistance within a month of their applying for it under special programmes of development as compared to 21.32 per cent under the general programme. Similarly, 50 per cent of the beneficiaries of the special programmes received the assistance within a period of one-and-three months against 54.96 per cent of the beneficiaries of the general programmes. Thus, a larger percentage of the beneficiaries (36.54%) of the special

programmes got the assistance in more than three months as compared to the proportion of the beneficiaries (23.73%) of the general programmes. The details are presented in Table 3.7.

Table 3.7

Time Gap in Getting Assistance for Different Purposes by the Scheduled Castes Beneficiaries Under General and Special Programmes

(In percentage)

Purpose	Time Gap in Materialising Assistance							
	General Programmes				Special Programmes			
	Upto 1 month	1 - 3 months	3 + months	Total	Upto 1 month	1 - 3 months	3 + months	Total
Agriculture (land)	17.39	47.83	34.78	6.91	6.67	37.78	55.55	29.03
Agriculture (others)	46.15	53.85	-	7.81	50.00	50.00	-	3.87
Irrigation	25.00	50.00	25.00	2.40	25.00	25.00	50.00	2.58
Animal Husbandry	12.30	66.39	21.31	36.64	10.42	70.83	18.75	30.97
Horticulture	27.27	54.55	18.18	3.30	-	100.00	-	0.65
Self-employment	10.53	47.37	42.10	5.71	7.69	42.31	50.00	16.77
Housing	21.70	48.11	30.19	31.83	14.29	52.38	33.33	13.55
Others	55.56	38.89	5.56	5.40	100.00	-	-	2.58
TOTAL	21.32	54.96	23.72	100.00	13.46	50.00	36.54	100.00

(Note: Assistance for small cottage industries and education has not been compared as it was distributed under special programmes only)

We find that the assistance for agriculture (land) under the special programme materialised in over three months time in the case of a majority of the beneficiaries (55.55%) and for half of the beneficiaries of irrigation and self-employment schemes. In comparison, the delay to this extent under general programmes of development was faced by 34.78 per cent, 25.0 per cent and 42.10 per cent of the beneficiaries of similar schemes respectively. A larger proportion of the population benefited by the general programmes of development had received assistance for agriculture (land), animal husbandry, horticulture, self-employment and housing during the short period of less than a month as against those who got assistance for similar purposes through special programmes. Among the beneficiaries of special programmes, on the other hand, a higher percentage had received assistance for agriculture (others) and other miscellaneous purposes during the same short period than the proportion of beneficiaries of similar schemes under the general programmes.

Such a situation may be an indication of either the complicated procedure adopted by the agencies administering special programmes for the SC or that poorest among the poor harijans who tried for an assistance under the special programmes were not in a position to fulfil certain requirements and satisfy the concerned officials immediately. A number of our respondents alleged that there was corruption in the concerned offices managing

general and special programmes both. However, an interesting indication was found that most of the better off among the beneficiaries tried and got the assistance from the general schemes while more of the others tried and received it from the special programmes. Being economically worst off and illiterate, they were not in a position to complete the formalities easily and early. They also did not get the necessary guidance from the concerned offices in completing the formalities easily.

#### The Non-Beneficiaries

As mentioned earlier that out of the total sample of 512 non-SC and the 1021 SC households 160 and 538 respectively had received one or the other type of assistance for their socio-economic betterment. Among the rest, 64 (12.5%) of the non-SC and 144 (14.1%) of the SC families had sought assistance but could not get it. Thus, more than half of the non-SC, i.e. 288 (56.25%) and about one-thirds of the SC, i.e. 339 (33.2%) in the sample never tried to secure any kind of assistance available under the various development programmes.

Among those who sought assistance but could not get it wanted the financial help for purchasing buffalo/bullocks (42.19% non-SC, 45.14% SC), horse/mules (6.25% each) and sheep/goats/pigs (10.94% non-SC, 9.72% SC). Thus, majority of both the non-SC and the SC had tried to get assistance for animal husbandry (59.38% non-SC, 61.11% SC). Assistance for agricultural land



or development of agriculture was sought by one-fourth of the sample of non-SC (25.0%) as against only 5.25 per cent of the SC. A larger proportion of the SC, on the other hand, had sought the help for self-employment (16.28%) and house-site/construction or repairs of their house (17.36%) than the non-SC, i.e. 9.37 per cent and 6.25 per cent respectively.

When asked for what reasons their request for an assistance was not accepted, about one-third of them (non-SC and SC both) said that even after a number of months had passed they were told that their applications were under consideration. They were, therefore, not hopeful that their request will materialise. About one-fourth of them alleged that they did not get it because they could not pay 'commission' either to some resourceful persons or to the concerned officials. About 11 per cent of them said that they could not secure the recommendation from influential persons and about six per cent of the non-SC and eight per cent of the SC respondents maintained that they had no contact with any of the concerned officials. About three per cent of both the non-SC and SC respondents were sore that they were considered 'above the poverty line', while about 20 per cent of the non-SC and 17 per cent of the SC did not know the reason for which assistance was denied to them. Thus, among the reasons perceived by a significant proportion of those who could not get the assistance, non-SC and SC both, were : (i) could not get the support/recommendation of influential persons; and (ii) they had no contact/

acquaintance with the concerned officials. Many of them alleged that one cannot get the assistance without paying a fixed commission to the concerned officials.

As stated earlier 288 of the non-SC and 339 of the SC families had never tried to secure assistance through any of the programmes. We, therefore, asked from them the reason for not making any effort for securing the benefits from certain programmes. A majority of the non-applicants both among the non-SC (62.5%) and the SC (55.16%) expressed their lack of interest in any kind of assistance as they did not need it. Twenty-five per cent of the non-SC and 30 per cent of the SC respondents apprehended that being so poor they may not be able to repay the loan. Some of them did not try for it as they considered the procedural formalities too complicated (6.6% non-SC, 5.9% SC); while some alleged that due to corruption in concerned offices they cannot get it (4.2% non-SC and 4.1% SC). However, the ignorance about the existence of any such facilities was found among a larger percentage of the SC (4.72%) than the non-SC (1.73%). Thus, we find that their main consideration in not trying for some assistance was their poor economic conditions. Their conditions were so pathetic that they could not even hope that the assistance will improve their socio-economic condition and that they will be able to repay the loan from the increased income generated by it. Even some of those who required some assistance for self-employment found themselves helpless as they had no assets to mortgage.

### Benefits from Other Facilities

We had also enquired from our respondents about the benefits they drew from the development of certain facilities in or near their village. The facilities identified included : road, school, hospital/PHC/dispensary, irrigation (canal/state tubewell), electrification, industrial enterprise/estate, mandi, agro-service centre, ration shop, veterinary hospital/sub-centre and multi-purpose cooperative society. Of them, the facilities of agro-service centre, mandi, electricity and industrial enterprise/estate did not exist in any of the selected villages and were also not available in nearby villages. The other facilities, i.e. road, school, hospital/dispensary, irrigation, ration shop, veterinary hospital or sub-centre and multi-purpose cooperative society were available either in some of the sample villages or near them.

Out of the sixteen villages selected in the sample, the facility of road was available in or around eight villages, school in 12; hospital/PHC/dispensary in seven; canal/state tubewell for irrigation in 13; ration shop in 12, veterinary hospital or sub-centre in three, and multi-purpose cooperative society in or around three villages. Availing of benefits from these facilities depends on the requirements of the households and, therefore, those who have not availed a particular facility does not necessarily mean that they were not interested in it.

It might be because a particular facility was irrelevant for them, e.g. if a family does not have school going age children, or agricultural land, the facilities of school and irrigation will be irrelevant for it. However, an attempt was made to find out the extent to which the population among the two castes groups has benefited from them. It was found that a larger proportion of the SC households felt benefited from them as compared to the non-SC. The average number of families benefited from the seven available facilities was 230 in the case of SC and 124 in the case of non-SC. Thus yielding almost similar proportion among the two groups reporting benefits from general facilities. The proportion of the sample benefited from the ration shops was 52.15% among the non-SC and 49.07% among the SC. Among those benefited from road the proportion of the non-SC was higher (49.84%) than among the SC (44.58%). Though the difference in the proportion was not very high yet it indicates mobility among a larger population of the non-SC. Similarly, more of the non-SC secured benefits from irrigation (46.67%) and multi-purpose cooperative society (10.96%) than the SC, (30.99% and 3.65% respectively). These facilities were, obviously, required by more of the non-SC as they were more relevant and needed by them than the majority of the landless among the SC. A higher percentage of the SC, on the

other hand, were benefited from school (44.86%) and hospital (20.03%) than the non-SC (38.81% and 14.89% respectively).

The beneficiaries were also asked to quantify the benefits in terms of monetary gain that they drew from these facilities. Not all the beneficiaries were able to measure the benefits they availed through these facilities as the gains, in most of the cases, were indirect. However, those who were able to measure their gains either in terms of increased earnings or savings due to the availability of such facilities were on an average of 70.06 per cent of the non-SC and 76.79 per cent of the SC. On the whole, it was seen that though a similar proportion of SC and non-SC households reported quantifiable material gain from these facilities, quantum of benefits, however, was estimated to be lower in the case of SC than in the case of non-SC households.

#### Some Aspects of the Benefits From Special Programmes for Education

The educational development of the SC has received highest priority in the state since Independence and, therefore, a major part of the expenditure under Harijan Welfare has been incurred on providing a number of facilities and incentives for the education of their children. These facilities and incentives have been discussed earlier in Chapter I. We, therefore, enquired from our respondents the benefits that children of their families have secured from these schemes. We find that about one-fourth (24.85%) of the children enrolled at different levels of education were



getting stipend/scholarship; 6.17 per cent had received free textbooks and 4.94 per cent financial assistance for other educational purposes including purchase of educational tools/equipment.

About half of the 81 families whose children received stipend/scholarship were benefited by between Rs.101/- and Rs.300/- per year; 31 secured a benefit of over Rs.300/- per year while two households got the stipend worth upto Rs.100. The value of free textbooks received by the students was only upto Rs.50/- in 19 out of 28 families while children of the remaining nine families received books worth over Rs.50. The distribution of free textbooks of a small amount suggests that most of the students who got free textbooks were either in junior classes or they did not get all the textbooks required for their studies. The students belonging to 15 of the 20 families received financial aid of upto Rs.100/- for other educational purposes such as for purchasing tools/instruments etc. The boys of the remaining five households secured assistance of over Rs.100. Thus, 31.62 per cent of the households whose children were receiving education at different levels received some financial assistance as a form of encouragement to their pursuits.

The scholarships are given to the SC students studying between class I and X provided the income of their guardians does not exceed a certain limit. Besides, children of the sweeper castes are given scholarship irrespective of income of their

guardians.<sup>1</sup> Taking into account the generous policy of the government it is surprising to find that the respondents related to only about one-fourth of the enrolled students reported that their children were getting scholarship/stipend.

### Beneficents of Different Programmes

At the end of the interview of our respondents we asked a general question whether the various special programmes for the development of socio-economic conditions of the SC have been beneficial to the target population. A small percentage of the interviewees (10.38%) did not consider any of such programmes beneficial for the SC. However, out of 1021 respondents 695 (68.07%) considered the different schemes under Economic Development Programmes were most beneficial; 196 (19.20%) identified the schemes under Health, Housing and Other Programmes; and, 190 (18.61%) thought the programmes connected with Educational Development were most beneficial for the SC.

A few points that emerge from the attitudes of the respondents towards certain special developmental programmes are mentioned below.<sup>2</sup>

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<sup>1</sup>Government of Uttar Pradesh, Directorate of Harijan and Social Welfare : Harijan and Social Welfare in Uttar Pradesh, 1981-82, p.3.

<sup>2</sup>The percentages of the three programmes do not make 100 as some respondents considered more than one programme equally beneficial.

(a) A significantly large percentage of the respondents (68.07%) considered the various special schemes for economic development of the SC as most beneficial. It is quite natural that they attached more importance to their economic betterment and, therefore, they considered programmes of economic development most useful. The other aspect of this consideration was that the schemes for economic development show quick and direct results in the form of economic relief and fulfilment of some of their basic needs.

(b) A slightly higher percentage of the respondents (19.20%) considered the programme of health, housing and others most important and beneficial than the programme of educational development. It is probably due to the fact that this programme quickly fulfils at least one of their basic necessity of having a shelter. Also under this programme a number of other schemes are run which provide immediate relief from comparatively smaller problems, particularly to those living below the poverty line. This has lead them to perceive it better than the schemes for educational development.

(c) Those who considered the programme of educational development as most beneficial constituted of comparatively a lower percentage of respondents (18.61) than in the case of other programmes. This situation indicates that a large majority of the population is not truly convinced of the necessity and importance of education of their children. It is probably due to this

ignorance that free education of children is not considered a significant gain. The impact of scholarships/book aid seems to be limited as the number of recipients was proportionately small. This situation leads us to suggest that the machinery publicising the various special programmes, particularly the educational development programme, has to be strengthened if we have to create awareness, among the target group, of the various opportunities available for their development.

Those who did not consider any of the special programmes beneficial to the SC (10.38%) were actually unhappy over the working of the concerned offices responsible for the implementation of different schemes. For example, 43.4 per cent of them alleged that the programmes failed to achieve their objectives because of the corrupt practices prevailing in the concerned offices; 33.96 per cent complained that the officials were unhelpful in completing the formalities while 22.64 per cent maintained that the procedures adopted in implementing various schemes were too complicated and, therefore, it was very difficult to secure benefits from them.

A significant point that emerges from a further analysis is that among the respondents having negative attitude towards the special programmes 85.85 per cent belong to the households whose annual income does not exceed Rs.2500. Another 8.49 per cent with similar attitudes were from the families with an annual income

between Rs.2501/- and Rs.4000. Thus 94.34 per cent of the respondents among those expressing their negative attitude toward these programmes were the ones who were poorest among the poor.

### Summary

This Chapter compares the share of the selected non-SC and the SC households in the opportunities created by the various programmes of development. The major findings are summarised below:

- (1) About one-third of the selected SC households (32.62%) had received assistance under the various general programmes of development as against 31.25 per cent of the non-SC households. Another, about one-fifth (20.08%) of the sample of SC households secured assistance through programmes meant only for their own caste people. Of the total SC beneficiaries thus 62 per cent received assistance under general and 38.09 per cent under special programmes.
- (2) From the general programmes of development a higher proportion of the SC beneficiaries received assistance for animal husbandry, housing and self-employment whereas a comparatively larger percentage of the non-SC benefited from the schemes connected with agriculture, horticulture and irrigation.
- (3) Under the special programmes the SC beneficiaries benefited mainly from schemes related to animal husbandry, education of



children, distribution of land to landless, self-employment and housing.

(4) The share of the beneficiaries belonging to the SC group was examined from three aspects : (a) their average per household share in the quantum of assistance under the general programmes in comparison with the non-SC beneficiaries, (b) the average per household assistance of the SC under the special programmes in comparison with the assistance under the general programmes, and (c) the average per household combined assistance received by the SC through general as well as special programmes in comparison with the assistance received by the non-SC under the general programmes.

a) Under the analysis of the first aspect, the overall position does not show any significant difference in the quantum of assistance received by the two caste groups. However, the average per household assistance received by the SC beneficiaries was higher than the non-SC beneficiaries in such programmes which could help them develop their independent socio-economic base. These programmes were connected with the distribution of land, development of irrigation and housing. The non-SC beneficiaries, on the other hand, received a higher average per household assistance under such programmes which could help them improve their socio-economic conditions through additional sources of income. These schemes were related to agricultural development, animal husbandry, horticulture, self-employment and 'others'.

b) The comparison of average per household assistance to the SC beneficiaries indicate some variations in the assistance received by them through the general and special programmes. But this variation cannot be treated as very significant as the approach of the two programmes was different and, therefore, one can get a higher assistance from one programme and the other can get a lower assistance for similar purpose from other programme.

c) When the assistance received by the SC through general and special programmes is combined the average per household assistance does not show any significant change. It is because a beneficiary received assistance for a particular purpose only through one source. The strategy of the administering agencies seems to enlarge the number of beneficiaries among the SC rather than giving assistance to only a few persons.

(5) By and large the beneficiaries did not face any serious difficulty in getting the assistance as only about three per cent of the SC and six per cent of the non-SC complained about some problem such as complicated procedures, delay in sanction and corrupt practices in the concerned offices.

There were indications that the sanction of assistance under general programmes was delayed in the case of a significant proportion of beneficiaries of the SC than in the case of the non-SC. But on the other hand, the time gap between applying for an assistance and getting it was longer in the case of SC

beneficiaries who got the assistance through special programmes than those of the same castes receiving help through general programmes.

(6) An indication was also found that most of the economically better off beneficiaries among the SC secured assistance through the general programmes while more of the poorer ones obtained it through special programmes.

(7) a) More than two-thirds of the non-SC and nearly half of the SC households did not get any kind of assistance. Among them some (12.5% non-SC and 14.1% SC) families had sought assistance but could not get it. The remaining households never tried to secure any assistance. The reasons given by those who could not get the assistance included : (i) could not get recommendation of the influential persons; (ii) had no acquaintance with the concerned officials, and (iii) could not pay the fixed commission to the concerned officials.

b) A majority of those who never tried to secure assistance said they did not need it. However, one-fourth of the non-SC and 30 per cent of the SC did not try for it as they were not certain that even through the assistance they will be able to improve their economic conditions and repay the loan part of it. They were, therefore, frightened of the repercussions if they failed to refund the loan. Some of those who wanted the assistance for self-employment could not apply for it as they neither had the assets nor a guarantor to stand surety for them.

8) The facilities developed as infrastructure in or around the village were reported as availed by a larger proportion of the SC than the non-SC households. However, when asked to quantify their gains through these facilities either in terms of increased earnings or savings, a larger proportion of the SC beneficiaries estimated their benefits of comparatively smaller amount than those of the non-SC.

9) The benefits of educational programmes and facilities do not seem to have been derived by the SC to the desired extent. The position of enrolment of children in schools had improved considerably during the last ten years. Yet, only about 59 per cent of the families with school going age children were sending some or all of their children to schools. Improvement in enrolment of children (from 39 to 59 per cent) was to a certain extent due to the financial support they got from the government. All the students were getting free education. Besides, about one-fourth of them were getting stipend. Another, about five per cent students received financial assistance for other educational purposes and about six per cent got free text books. Thus, on the whole, school going children belonging to about one-third of the households received some financial assistance for their education.

10) The most important special programmes, from the point of view of about two-thirds of the SC respondents, were the ones

relating to their economic development, followed by the health, housing and other programmes and the educational development programmes. The extent of beneficence of these programmes was perceived by the target population on the criteria of fulfilling their immediate necessities and the educational development programme was not the one which could produce quick results.



## CHAPTER IV

### Changes in Socio-Economic Conditions : A Comparative Study of the Scheduled Caste and Non-Scheduled Caste Groups

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In order to assess changes in certain important aspects of socio-economic conditions of the SC and non-SC households over the past decade we collected information from them regarding the current position and situation 10 years back. The reliability of data for the earlier point of time may suffer from the limitation of 'recall lapse'. But we tried to minimise it by concentrating mostly on items on which recollection may be relatively easy. Size of landholdings, livestock and farm equipment, main crops grown, occupational sources of earnings, educational levels of the households, and housing are such items on which past information may be more or less reliable. Earnings and incomes are, however, items in which the limitation of recall lapse may be significant.

#### Landholdings and Other Assets

Landholding status and size of most households, 85 per cent of the SC and 74 per cent of the non-SC, has remained unchanged during the period of ten years. Around four per cent of the landless have acquired some land, upto two acres, both in case of the SC and non-SC households. But while none of the landed non-SC household has become landless, about two per cent of the SC households who held some land ten years back are now rendered

landless. Those who have acquired some land during this period constitute about six per cent among SC and 13 per cent among the non-SC households. Ninety per cent of the non-SC gainers are those having moved up from 0.5 acre size class to one acre size class; while most (73%) SC gainers have moved up from landless status to owners of upto 2.0 acres of land. The losers constitute 13 per cent among non-SC and eight per cent among the SC households. Among non-SC most losers owned over five acres initially, while among SC most losers were small holders with less than three acres of land.

Table 4.1

Structure of Landholding Size (% of Households)

Size of holdings	Non-Scheduled : Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
0	24.4	23.4	41.5	37.9
<1.0 acre	19.1	21.5	23.5	29.9
1-3 acres	25.0	29.7	23.0	22.5
3-5 acres	10.6	11.3	8.5	6.8
5-10 acres	14.9	9.8	2.9	2.5
10 acres and more	6.0	4.3	0.6	0.3

Thus, there does not seem to have taken place a very significant change in the structure of landholdings either of the SC or

non-SC groups, nor is the pattern of whatever little change that has taken place very different between the two groups. Qualitatively, improvement is more significant among the SC households where most of the gainers are from amongst landless.

No significant change is noticed in the possession of draft animals. First, a large proportion of households, mostly landless and small holders, did not possess any draft animals 10 years back, the percentage of those having one or more draft animals, mostly bullocks, was 56 among non-SC and 37 among the SC households. The situation has slightly improved in both the groups : household with such animals now constitute 58 per cent among non-SC and 40 per cent among the SC households. Most of those who have draft animals are found to possess two animals, probably a pair of bullocks. Such households constituted 48 per cent among the non-SC and 30 per cent among the SC households ten years back. Now the respective percentages in the two groups are 46 and 31, signifying a small decline in the case of non-SC group. It is also significant to note that 15 per cent of the SC households with no draft animal earlier have now some such animals, in two-thirds of cases two each. Among the non-SC households, 10 per cent households have registered similar improvement, again, most now possessing two animals. It also seems that 20 per cent of those with only one bullock earlier amongst the SC and 17 per cent among non-SC, now have a pair each. Changes are noticed

more often among the SC households, amongst whom, no doubt, 80 per cent today have the same number of draft animals that they had earlier, but 12 per cent has augmented their stock of draft animals while eight per cent have now less draft animals than earlier. The corresponding percentages in the three categories are 87, 7 and 6 in the case of non-SC households.

Table 4.2  
Possession of Draft Animals (% of households)

Number of animals	Non-Scheduled Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
None	43.8	42.8	63.4	60.1
One	4.5	7.4	4.9	7.1
Two	47.6	45.5	30.2	30.6
More than two	4.1	4.7	1.5	2.2

A perceptible change, more particularly among the SC households, seems to have taken place in the matter of possession of milch cattle. Around 1972, 51 per cent of the non-SC households and 34 per cent of the SC households had one or more milch animals, today proportions of such households are 59 and 46 per cent, respectively. Twenty per cent of non-SC households as against 27 per cent of the SC households, with no milch cattle earlier now have such cattle, in most cases one each. On the other hand,

six per cent of the non-SC and 10 per cent of SC households with no milch cattle today had some such cattle ten years back. It may also be noted that households with a single milch cattle, which constitute the largest group amongst cattle owners, constituted 31 per cent among non-SC and 26 per cent among the SC groups earlier, now they constitute 38 per cent in each of the two groups.

Table 4.3

Possession of Milch Cattle (% of Households)

Number of animals	Non-Scheduled Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
0	48.8	41.2	65.7	53.6
1	30.7	37.7	26.2	37.6
2 - 3	14.3	17.0	7.0	8.0
4 and more	6.2	4.1	1.1	1.8

A small proportion of the sample households, six per cent among the non-SC and four per cent among the SC, had kindred animals like sheep, goat and pigs, ten years back. Over the 10 years, some more households have acquired such animals, now 10 per cent of the non-SC and nine per cent of the SC households



have some flock of sheep, goat or pigs. In either group those who acquired these stocks were mostly from amongst the households who had none of them earlier.

So far as the possession of farm equipment is concerned, the items involved are many and are procured at different times. It has, therefore, not been possible to assess their real value, and the figures we have, indicate the value at current prices. There seems a slight improvement in the position of SC households, of whom 53 per cent had no farm equipment of any kind ten years ago, while now 51 per cent of them do have some equipment. In the case of non-SC households, the proportion of those having such equipment has remained unchanged at 66 per cent during the period. Around 10 per cent of the SC households, who had no farm equipment have such equipment now. No such improvement in the position of comparable group was noticed among the non-SC households. The change in the situation of the SC households with no farm equipment earlier is probably a reflection of the fact, noted earlier, that about 12 per cent of the landless SC households are now in possession of some land, corresponding percentage among the non-SC landless households being only four.

#### Changes in Agricultural Practices and Output

The next aspect of change in the situation of the SC and non-SC households considered here relates to their agricultural practices.

Here the two aspects on which information is analysed are : extent of irrigation and cropping pattern. As noted earlier, over two fifths of the SC and around one-fourth of the non-SC households had no land ten years ago, the percentage among the two groups today are 38 and 23. Of the landed, 16 per cent of the non-SC and 19 per cent of the SC households used no irrigation ten years back. These proportions have hardly changed over the period. Yet it looks that of the smaller holders and particularly among the SC, more are now using irrigation than earlier. Of the non-SC households 78 per cent and of the SC 75 per cent had no change in the area under irrigation. Irrigated area has declined in the case of 20 per cent of non-SC and 10 per cent in the case of SC households, and it has increased in the case of two per cent non-SC and 14 per cent SC households. The households with at least some extent of their holdings irrigated have increased from 61 to 62 per cent in the case of non-SC and from 40 to 46 per cent in case of SC households.

No change is found to take place in cropping pattern in the case of 90 per cent of the non-SC and 86 per cent of the SC households. Of the households who have introduced a change in cropping pattern, most non-SC ones have added pulses, and a few have either added cash crops or millets or changes among the cereal crops. Among the SC changers, change within the group of cereals or addition of pulses accounts for the most, but a significant

per cent, over one-fifth, as against only one-eighth among the non-SC changers, have added cash crops.

Table 4.4

Shifts in Cropping Pattern

(Landholding households only)

Nature of Change	% of households having effected the change	
	Non-Scheduled Castes	Scheduled Castes
None	89.9	85.8
Change among cereals	1.3	4.8
Pulses added	6.2	5.1
Cash crops added	1.3	3.1
From cereals to small millets	1.3	1.2

A period of one decade, characterised by rapid changes and multifarious development programmes, has produced but little change in agricultural income of the cultivating households. We have collected figures of physical quantities of output of different crops, ten years back and in 1982, and converted them into values using 1982 prices. Distributing the households into different ranges of value of crop output, we find that over half the households both in SC and non-SC group have remained within the same range of crops output. Fortyone per cent of the non-SC and 38 per cent of the SC households have, however, moved upto higher ranges of output value, but in the case of 5% of the non-SC and

eight per cent of the SC households, output has receded to the lower ranges. Most households who have improved their position have shifted from the output range of upto Rs.1000 to the output range of Rs.1000-3000. In the case of SC households this group is quite significant : 22 per cent of all cultivators, and 34 per cent of those initially with either no output or output worth upto Rs.1000.

Table 4.5

Value of Crop-output

(% of households)

Value (Rs) (1982 Prices)	Non-Scheduled Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
0	24.2	23.2	42.3	40.0
Upto 1000	30.6	18.5	35.9	27.8
1000-3000	31.6	36.5	17.7	25.4
3000-6000	8.2	12.3	2.8	5.4
6000 and above	5.4	9.5	1.3	1.4

Ten years back 24 per cent of the non-SC households had no income from crop cultivation, their proportion is almost the same at 23 per cent now. In the case of SC, percentage of such households has declined a little more from 43 per cent to 40 per cent. Those upto Rs.1000 as value of their crop constituted 31 per cent

among non-SC and 36 per cent among SC households, the percentages now are 19 and 28. Those producing crop output worth Rs.1000 to Rs.3000 constituted 32 per cent among the non-SC and 18 per cent among the SC, the percentages now are 37 and 25 respectively. Households with output value above Rs.6000 constituted six per cent among non-SC and less than half a per cent among SC, ten years back, now their respective percentages are around 10 and one per cent respectively. Thus, overall, the non-SC cultivators have improved their position much better than the SC households, though among the latter a sizeable proportion of small producers have experienced increase in their output.

#### Employment Situation

So far as the change in the levels of employment is concerned, we have taken into account only wage employment as the measurement of self-employment is difficult. It is the landless labourers who are mainly engaged in wage labour on others' farm or other activities in the rural areas, and in their case earnings from wages, and, therefore, number of days for which they find employment, is the main determinant of their economic situation. Among the non-SC, 110 out of the 512 sample households, and among SC 347 out of 1021, had their members working for others ten years back. In the former group, the situation has remained the same, while in the latter group members of 10 households working earlier for others have now ceased to work for wages. The



general picture of the extent of employment of wage labourers among the two groups, 10 years back and now, is given below:

Table 4.6

Extent of Employment of Wage Labourers  
(% of workers)

Average Days of Employment in a Year	Non-Scheduled Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
Upto 60	3.6	2.7	0	0.3
61-120	9.0	4.5	11.0	5.0
121-180	25.7	19.1	33.0	16.2
181-240	38.2	31.8	35.0	31.0
241-300	20.0	34.5	13.2	33.3
301 and above	3.6	7.3	7.8	14.2

There seems to have occurred an improvement in the employment situation of the landless labourers belong both to SC and other groups, but the improvement among the SC group seems more significant in so far as those having employment for more than eight months in a year amongst them now constitute 48 per cent as against only 21 per cent 10 years back. The corresponding rise in the case of the non-SC group has been from 24 per cent to 42 per cent. Similarly, the proportion of severely underemployed,

having less than six months of employment, has declined from 44 per cent to 22 per cent in case of SC and from 38 per cent to 26 per cent in the case of non-SC landless labourers. It may be noted that most households ascribe the improvement in the employment situation to the increasing work opportunities in the same occupations, but a significantly large proportion of SC households have more employment now due to change in their occupation.

#### Occupation Changes

Occupational shifts are an important aspect of socio-economic change in so far as they bring about changes in the economic and social status of the population groups concerned. In the present case, an enquiry into this aspect is particularly pertinent in view of our earlier findings that employment in occupations other than their traditional ones has been a major source of whatever economic change has taken place among the SC households studied in our sample. Most households have, of course, their members engaged in more than one occupation, but, it is possible to identify the 'family occupation' in terms of the major source of employment and income. It is on this basis that we have attempted here a study of occupational shifts of the sample SC and non-SC households.

Virtually no change seems to have taken place in the

occupational structure of the non-SC households. In the case of SC households a perceptible shift from agricultural labour to 'service' and self-employment in petty trade is noticed. A few have shifted to the occupation from cottage industry and artisany. Agricultural labour households have declined from 46 per cent to 39 per cent, and cottage industry/artisan households from 1.66 to 1.18 per cent; while those with 'service' occupation have increased from 1.67 to 5.48 per cent and self-employed in petty trade from 1.96 to 4.51 per cent.\*

Even though the numbers involved in these shifts are rather small, the trend is still significant, particularly in comparison with the non-SC households. It is also noticed that those who

Table 4.7

Occupational Change

Occupation	Scheduled Caste		Non-Scheduled Caste	
	Traditional	Present	Traditional	Present
Cultivators	483(47.31)	494 (48.38)	362(70.70)	357(69.23)
Agricultural Labourers	472(46.23)	400 (39.18)	91(17.77)	90(17.58)
Service	17 (1.67)	56 (5.48)	8 (1.56)	9 (1.71)
Self-employed in Trade	20 (1.96)	46 (4.51)	31 (6.05)	37 (7.23)
Cottage Industry	8 (0.78)	6 (0.59)	1 (0.20)	1 (0.20)
Rural Artisans	9 (0.88)	6 (0.59)	9 (1.76)	9 (1.76)
Others	12 (1.17)	13 (1.27)	10 (1.95)	9 (1.76)
TOTAL	1021 (100)	1021 (100)	512 (100)	512 (100)

\* See Annexure 2.

have shifted their occupation constitute a significantly large proportion among the erstwhile artisans (45%) and agricultural labourers (20%). Most shifts from agriculture labourer have been to cultivation, service and trade.

In all, 13 per cent of the SC households have had a shift in their occupation. Over half of them underwent this change only recently, i.e. during the last 5-6 years. The main consideration they had in changing occupation was, of course, income. In around two-fifths of cases, security of a regular income and in another somewhat higher proportion of cases, a higher level of income prompted them to change occupations. A small proportion, around seven per cent, were motivated by an urge to improve their social status and nine per cent to effect an improvement in living conditions. All except 18 per cent reported a fulfilment of the condition which urged them to change; 76 per cent of those having changed gained by change in terms of higher income; four per cent find their 'prestige' improved in the community and two per cent had a general improvement in their levels of living.

Around 50 per cent of the 'changers' received encouragement, advice and assistance from some source or the other in making the occupational shift, and the rest undertook the change on their own. The source of encouragement, advice or assistance was the government or its agencies in two-thirds of the assisted

cases; assistance was received from higher caste people in one-sixth of cases and a similar number were assisted by members of their own caste. In two cases the changers also faced resistance from members of their own community.

Let us now briefly look at the non-changers to see whether it is their own choice or the circumstances which have kept them in the traditional occupations. Forty-three per cent of them find their income levels sufficient or had other reasons like 'ease of living' as the reason for not wanting to change over to another occupation. But 57 per cent were not satisfied with their present occupation and would like to change to something which gave them better income. Not many have, of course, tried, the reasons being lack of skills, education and awareness in two-thirds of cases and lack of funds in the rest, one-third of cases.

Occupational changes can also be gauged on the basis of the major source of household income. The major shift that seems to have taken place is from agriculture labour to service as occupation in the case of SC households. Ten years back salaries were the major sources of income in case of only five per cent of the SC households, today percentage of such households is as high as 30. Those depending on agriculture solely have declined in the case of both groups, but while those having agricultural labour as the major occupation have retained the same proportion

Table 4.8  
Major Source of Income  
 (% of households)

Occupation	Non-SC households		SC households	
	10 years back	Now	10 years back	Now
Agriculture	44.9	39.0	18.5	16.1
<u>Other occupations as sole or jointly with agriculture</u>				
Animal Husbandry	2.0	1.5	3.1	4.2
Agricultural Labour	32.0	32.2	70.2	45.4
Service (salary, pension and remittances)	4.3	5.7	4.5	30.0
Household Industry	1.0	0.8	0.2	0.3
Shop	6.0	7.4	1.6	2.3
Non-agriculture labour	3.1	3.3	1.3	1.6
Others	6.2	10.5	0.5	1.1

in the non-SC group, in the case of SC such households they have declined from 70 to 45 per cent.

#### Changes in Income Levels

Estimation of income levels is difficult both on account of data limitations and price rise over the period. We have earlier attempted an estimate of households currently in different income groups and of the extent of poverty among the two social groups.



Here our interest is primarily in examining how the income levels have changed in the case of two groups. We have information, howsoever limited, on income at current prices. For the purposes of comparative performance of the two groups similarly. In any case, even if we used a deflator, it would be the same for both the groups. Therefore, the estimates given below are of money and not real income.

Table 4.9  
Levels of Money Income (in Rupees)

	<u>Non-Scheduled Caste</u>		<u>Scheduled Caste</u>	
	Per house- hold	Per Capita	Per house- hold	Per Capita
Ten years back	3058	560	1598	320
1982	4242	711	3062	640

It is clearly evident that the money incomes of the SC households have risen somewhat faster than of the non-SC households. Per capita income at current prices has doubled in the case of the former, while it has increased by about 40 per cent in the case of the latter during the ten year period.

It may be noted that the most important reason to which rise in incomes is ascribed is the increase in wages and salary

incomes in the case of SC households while the non-SC households most often ascribe it to factors associated with farming such as rise in prices of agricultural produce and increase in yield due to application of HYV seeds, fertilisers etc. In the SC group these /two /farming related factors accounted for rise in incomes of 20 per cent households, while increase in wage-salary incomes led to improvement in incomes of 38 per cent households. In the non-SC group the former group of factors are stated by about 50 per cent and latter factors by 27 per cent households, as the reason for rise in their incomes. Change in occupation, availability of more work on wages and additional income from livestock were other reasons stated by a significant proportion of households among SC, for the rise in their incomes.

#### Indebtedness

Apparently indebtedness has increased both in case of non-SC and SC groups of households. Of the non-SC households only four per cent were under some debt ten years back, now their percentage is 39. Of the SC households, 10 per cent were indebted earlier; now 44 per cent are indebted. Of those who were indebted earlier, two-thirds have similar amount of debt today as 10 years back, around one-fourths now have a larger amount of loan than earlier, among the non-SC households. Among the SC households, 56 per cent continue with the same level of indebtedness as earlier, 11 per cent have larger amounts of loans now than

earlier. The extent of indebtedness by ranges of amounts of debt ten years back and now in the case of the two groups of households is given below:

Table 4.10

Extent of Indebtedness (% of Households)

Range of Loan	Non-Scheduled Caste		Scheduled Caste	
	10 years back	Now	10 years back	Now
No loan	95.7	60.7	90.4	55.6
Upto Rs.1000	1.8	16.0	3.4	23.0
Rs. 1000-3000	1.7	13.3	4.3	15.0
Rs. 3000-and above	0.8	10.0	1.9	6.4

It may, however, be noted that the increase in number of households indebted and increase in loan amounts need not necessarily be interpreted in the negative sense of traditional indebtedness. With the expansion in institutional credit facilities and a positive programme of lending mostly for productive purposes, borrowings could also be taken as an indicator of the households having availed of these facilities and programmes. As noted earlier, of the loans taken now by the sample households, about 60 per cent cases of non-SC and around 50 per cent cases of SC

households, are reported to be for productive purposes. It also need to be noted that 58 per cent of loans in case of non-SC and 50 per cent in case of SC households are taken from institutional sources.

### Housing Condition

Among the aspects of living conditions we also tried to assess the changes in housing condition of our respondents. Housing condition, in general, is found to be poor, 74 per cent of the non-SC and 92 per cent of the SC households had only Kutcha houses 10 years back; even now 71 per cent of the former and 87 per cent of the latter live in such houses. There is slight improvement, no doubt, particularly in the case of the SC households, which is also reflected in the fact that now 11 per cent of the non-SC and five per cent of the SC houses are pucca, as compared to ten per cent and three per cent respectively, ten years back. There seems to be more effort on the part of SC households to make their houses at least partially pucca as such houses have increased from four per cent to eight per cent during the decade. In case of non-SC, the partially pucca houses are now 18 per cent as compared to 16 per cent earlier. On the whole, three per cent of the non-SC and six per cent of the SC households have improved their housing condition.

None of the households in either group had electricity in their houses ten years back. Now, we find, that a small

number, one per cent among the non-SC and 0.2 per cent among the SC households have electricity.

### Education

The position with regard to literacy has certainly improved, almost equally, among the two groups. Households with no literate member have declined from 48 per cent to 34 per cent in case of the non-SC group, and from 57 to 43 per cent in the case of the SC group. Earlier, only 16 per cent of the non-SC and nine per cent of the SC households had a member with matriculation or higher educational qualifications; now the respective percentages are 29 and 22. Thus the SC households have made somewhat better progress in this regard than the non-SC group.

In terms of availing of higher education, non-SC have done somewhat better than SC. Among the non-SC, seven per cent of the households with college age children sent them to college earlier, now their percentage is 32 while among SC, percentages of such households rose from four to 16 during the ten year period.

There has been significant improvement during the 10 year period in the enrolment of school age children in the schools. Earlier only 44 per cent of the non-SC and 38 per cent of the SC households enrolled their children in the schools. Now the respective proportions in the two groups are 61 and 59, indicating

Table 4.11Proportion of Households With School Going Age Children Sending Them to School

(in percentage)

	<u>Non-Scheduled Caste</u>		<u>Scheduled Caste</u>	
	10 years back	Now	10 years back	Now
Households with school age children sending:				
None to school	56.1	38.8	61.5	41.1
Upto 50% of them to school	13.4	14.5	13.9	18.6
More than 50% to school	30.5	46.8	24.6	40.4

a relatively better progress among the SC households.

Conclusion

Thus the socio- economic changes that have taken place in the conditions of rural households, during the period of a decade have been generally equally experienced by the SC and non-SC population. But in some aspects there is evidence to suggest that SC have done somewhat better than the non-SC. The points that emerge from our comparative study in the present chapter are summarised below:



1. Little change that has taken place in the landholding structure has quantitatively gone more in favour of the non-SC group than SC groups as larger percentage of the former than of the latter had augmented their landholding size. Qualitatively, the SC group may be considered to have done better in so far as most gainers of land amongst them were landless earlier. Thus the degree of landlessness has declined to a larger extent in the case of the SC than of the non-SC group.
2. In possession of draft animals, both groups have improved their position marginally. Qualitatively the SC group had a slight edge over the non-SC, in so far as a larger proportion of those with no draft animals earlier now have them. Overall, neither the aggregate situation underwent any significant change, nor was the performance significantly different between the two groups.
3. A larger proportion of households have milch animals than before, but the rise in the proportion of such households is significantly higher in case of the SC than of the non-SC group. Over one-fourths of the SC households with no such cattle earlier now have, mostly one, milch animal. The corresponding proportion of such households among the non-SC group is one-fifth.
4. The SC group has also experienced better qualitative improvement as compared to the non-SC group, in terms of possession of

farm equipment. While the number of households possessing some farm equipment have remained the same in the non-SC group, their percentage has increased from 47 to 51 in the SC group. What is significant to note is that while none of those having any farm equipment ten years back among the non-SC households have acquired such assets, around 10 per cent of SC households with no such equipment earlier now possess some equipment. This may be due to the reason of change in their status from landless to landholders.

5. The overall proportion of cultivators using irrigation has not changed to any significant extent. Yet a larger proportion of SC than non-SC households have increased area under irrigation, and it is seen that more of the SC households, particularly the small holders are now using irrigation, while the position of non-SC group has hardly changed.

6. Only a small proportion of households among both the groups have introduced any change in their cropping pattern. A somewhat larger proportion of SC than non-SC farmers have introduced such change, though the pattern of change is almost similar in both the groups.

7. Increase in the value of crop output has benefited the non-SC much better than the SC households, though, the small holders of the latter group have also had a share in the rising value of crop output.

8. Employment situation of the landless labourers is found to have improved significantly. The improvement is particularly noticeable among the SC group where earlier only 21 per cent workers gained employment for over eight months and now their percentage is 48. Among non-SC workers with similar extent of employment constituted 29 per cent earlier and 42 per cent now.

9. Improvement in employment situation is accounted for mostly by availability of more work in the same occupation, but in the case of a sizeable proportion of SC workers, it has also been ascribed to change in occupation. The most significant change noticed in this context is that while agricultural labour features as a major source of income in the case of much smaller proportion of SC households now than earlier, salaried service has emerged as an important source of income in the case of significantly larger proportion of households in this group. No such change is observed in the case of non-SC households. Thus it looks that the major source of improvement in the relative position of SC households did not lie in agriculture, either by way of cultivation, or farm labour, but in the diversification of the occupational structure of their workforce, particularly in the availability of regular wage and salaried jobs.

10. The SC group has had an edge over the non-SC group in so far as the increase in money income is concerned. Their per capita income in money terms has doubled over the period of ten years,

while that of the non-SC group has increased by around 79 per cent only. That the major source for rise in income of the SC households was occupational change and more wage employment, while for the non-SC households agricultural related factors, yield and prices, played the major role, is well reflected by the pattern of factors reported to have contributed to rise in incomes, by the respondents.

11. Proportion of households borrowing larger amount of money has significantly increased in both the groups, but the main reason for this lies in the expansion of facilities and programmes for institutional credit for productive purposes.

12. Housing condition continues to be poor, particularly for the SC households. Some improvement is noticeable in terms of more households now having pucca or partially pucca houses. The improvement is noticed in the case of six per cent of the SC and three per cent of the non-SC households.

13. The situation of literacy, level of education and enrolment of relevant age children in schools and colleges has certainly improved to a significant extent. And in each of these respects, except college education, the SC households have registered better progress than the non-SC households.

14. A tendency towards occupational change has been observed among the SC households during the recent years. Most changes

are from agricultural labour to cultivation, trade and more significantly, to 'service'. They were encouraged to change mostly by government agencies, probably through the various schemes of assistance, particularly through preference in jobs. The non-changers are not necessarily satisfied and unwilling to change, but find their present position too helpless to enable them to change.



## CHAPTER V

### Conclusion

A generally low level of socio-economic development is a widespread phenomenon among the rural population in Uttar Pradesh. But the scheduled caste (SC) population is particularly afflicted by such backwardness in so far as not only their average level of living is significantly lower than of the general population and a much larger proportion of SC than of the general population has lower level of incomes than what can be regarded as necessary for minimum subsistence; but also the causes of their plight are to some extent qualitatively different and more deep rooted than those of the general population.

#### I Relative Economic Backwardness of Scheduled Castes

The most telling indicator of the plight of the SC households is that almost two-fifths of them are landless in a situation where land ownership is virtually the sole determinant of socio-economic status of the people in rural areas. No doubt, even among the non-scheduled castes (non-SC) households slightly less than one-fourths are landless, but it should also be noted that even of the 'landowners', a large number of SC households had to look for other sources of livelihood, due to the very small size of landholdings. Three-fifths of the SC households had no draft animals and over half no milch cattle. Wage labour, mostly on casual basis in agriculture, thus formed the major or secondary source of livelihood in the case of around two-thirds of



the SC population, as against around one-fifths of the non-SC population.

It is for the reason of heavy dependence on casual work in agriculture, that the average income of the households of SC is quite low, for the agricultural wages are low and employment not available for the entire year. The average annual income per households estimates to Rs.3062 in the case of SC and Rs.4242 of the non-SC, and per capita income of Rs.640 in case of SC and Rs.771 in case of the non-SC households. Incidence of indebtedness seems ~~similar~~ among the two groups, slightly higher than two-fifths of households having borrowed in either group. But borrowing for consumption purposes is more frequent among SC than the non-SC households. Housing conditions in the rural areas is generally poor with only a small proportion of households having pucca houses. But the situation is very much worse in the case of SC households with only eight per cent of them having pucca houses, as against 26 per cent of the non-SC households.

Incidence of poverty is very much higher among the SC than among the general population. They constitute 20 per cent of the rural population, but of the rural poor, one-thirds belong to the SC. Proportion of those with an annual income below what can presently be considered as poverty line, is as high as 80 per cent among the SC. In the aggregate population, the estimated proportion of such persons is 48.

## II Changes in Socio-Economic Conditions

There is found to have occurred a perceptible improvement in the various socio-economic aspects of life of the SC population,

yet they still lag behind the general population by a large margin. In absolute terms also, the improvement in their economic conditions has not yet enabled them to come out of the clutches of poverty. In money terms, their average household and per capita incomes have doubled over the last decade. Yet the average SC household even today earns an income which is around 25 per cent less than that can be considered to be adequate to be out of absolute poverty. There has been only a marginal reduction, from 84 to 80 per cent, in the proportion of SC households living below poverty line during the last 10 years.

There are a few aspects in which the change in the conditions of the SC households is perceptible, even though the magnitude of change may not be large. It is found that around four per cent of them improved their status from that of the landless to the landed, another six per cent, mostly marginal holders, augmented the size of their landholdings. On the other hand, two per cent households having land, became landless during the period and eight per cent, had a reduction in their landholding size. Overall thus the landownership among the SC households underwent only marginal change: it is, however, significant that a few landless acquired some land, probably through the official programmes of land redistribution and rehabilitation of bonded labour.

A Similarly small proportion of SC households increased their stock of draft animals, three per cent acquired such animals for

the first time and two per cent increased the number of bullocks from one to two. This is in line with the trends in the pattern of landholdings. Possession of milch cattle by the SC households has, however, increased more appreciably. One-fourths of them increased their stock of such animals, 12 per cent acquired such animals for the first time, and 13 per cent had an increase in their existing stock. It is also of some significance that a few cultivators, mostly small holders, took up to irrigated farming for the first time and also diversified their cropping pattern by adding pulses to cereals.

It was not, however, agriculture, nor even animal husbandry through which the SC population has gained most in terms of household income. Households with agriculture as the main source of income have declined from 19 to 16 per cent, those with animal husbandry have increased marginally from three to four per cent. Those depending primarily on wage labour in agriculture now constitute 45 per cent as against 70 per cent 10 years ago. The most significant feature of the occupational change to note is that regular wage-salaried jobs now constitute the major source of household income in the case of 30 per cent households now as against five per cent 10 years ago. And it is such households which have the highest household income, averaging to Rs.5758 per annum as against Rs.3406 of cultivating families, and Rs.2275 of the agricultural labour families.

Households with the agricultural labour and rural handicrafts have not only the lower average income, they also had the smallest increase in money income over the period of 10 years. Despite the fact that the employment situation of agricultural labour has improved considerably in so far as almost half of them now get work for over eight months in a year, as against only 21 per cent 10 years back; and, severely underemployed now constitute only 24 per cent as against 42 per cent 10 years back, average incomes of agriculture labour households increased only by 77 per cent in money terms, due to low wage rates, and little increase in them. Overall around two-thirds of the SC households experienced an increase in real income, 20 per cent of them mainly through cultivation, and 38 per cent through employment of some of their family members in the regular wage/salaried jobs. A much larger proportion of the households has now incurred loans than earlier, but it seems that most of the increased indebtedness is due to the credit-linked assistance programme run by the government. For, about half of the borrower households have taken loans from institutional sources and a major part of it have put it to productive purposes. Indebtedness was reported to be for productive purposes only in 15 per cent cases 10 years back.

Education is one aspect in which the SC households are found to have made substantial progress. Ten years back only

43 per cent households had at least one literate person, the proportion of such households is now 57 per cent. Households with at least one matriculate constituted only nine per cent 10 years back is now 22 per cent. Only 39 per cent of the households with school going age children were sending some or all of their children to the schools 10 years back, now the percentage of such households is 59.

How have the SC performed in comparison with the other groups? Since special efforts have been focussed on the SC, through the schemes of 'positive discrimination', one would expect a faster pace of progress in their case. The most discernible aspects in which the SC have had an edge over the non-SC are the following. First, the rise in average incomes has been faster (around 100%) in the case of SC, than of the non-SC (40%), though the former still is lower than the latter by over 25 per cent. Second, the proportion of SC households with milch animals has grown at a faster rate than that of the non-SC households. Third, while the non-SC group has had hardly any shift in their occupational patterns in terms of the main source of income, a significant proportion of SC households with agricultural labour as their main occupation earlier, have now regular 'service', i.e. wage-salaried employment as their main source of income; and it is this shift that has been responsible for a substantial improvement in their income levels. Fourth, both in terms of households with



literate members as well as those sending their school going age children to schools, the proportions have moved up faster in the case of SC than the non-SC groups. In the latter aspect the SC have now almost caught up with the non-SC group.

### III Development Programmes and Scheduled Castes

How far can the changes in socio-economic conditions of the SC be attributed to the various programmes undertaken by the government? It is difficult to precisely estimate the specific contribution of developmental programmes, programmes of assistance to the rural poor in general, and to the SC in particular. What we have tried to identify is the extent of coverage of programmes of direct assistance and examine the differential experience in respect of the schemes relating to the various aspects. The SC households are likely to have received assistance under the general programmes meant for the entire population, as well as under those meant specifically for them. It is seen that a household has generally received assistance under only one category of programmes.

On the whole, around 53 per cent of the SC households received direct benefit in the form of some asset or cash assistance. Most of them (around 32%) got assistance under the general programmes for target group based on one or the other criterion of poor economic endowment, landholdings or income. It may be



noted that a similar percentage of the SC and non-SC households got assistance under these programmes. The very poor, on the other hand, received assistance mainly from the programmes meant specifically for the SC. Under the latter, 20 per cent of the SC households got assistance. The coverage of programmes is thus far short of the eligible target population among the SC. As mentioned earlier, around four-fifths of the SC households are living below the poverty line. If poverty is the criterion for eligibility under the programmes of assistance, only around 60 per cent of them have so far been touched. Further, under the general programmes, applying the same criterion the share of the SC population should have been much larger than that of the non-SC, as the poor constitute much larger percentage among the former than among the latter. And even the programmes specifically meant for SC have reached only a small proportion of their population. Thus the programmes are not yet adequately biased in favour of these groups, and the beneficiaries have been mostly the ones who are relatively better off within these groups.

The programmes of assistance encompassed a large number of activities, land, inputs for agriculture, animal husbandry, irrigation, cottage industries, horticulture, trade, housing and education. Assistance for animal husbandry seems to have had the largest coverage. One-third of the SC beneficiaries received assistance for this activity. The next item with the most numerous

beneficiaries was housing, mostly in the form of house sites and in a few cases, loans for construction of houses. Beneficiaries under this head constituted around one-fifths of the total. A significant proportion of beneficiaries, around 13 per cent, were benefited in the form of agricultural land. Around eight per cent received assistance for starting a shop. Around 10 per cent beneficiaries received assistance for the education of their children. While animal husbandry was the most important item of assistance under both the programmes, general as well meant specially for the SC, allotment of land, assistance for education and for starting some business had larger proportion of beneficiaries under the special programmes, and house sites and housing assistance under the general programmes.

It seems that programmes meant for target groups in entire population were mostly oriented in favour of augmentation of income generating capacity of those with some assets, like marginal farmers rather than landless labourers, the non-SC groups benefited more than proportionately from these programmes, while the SC, mostly with no assets, got little benefits from them. Thus around one-fourths of the non-SC beneficiaries availed of assistance for increasing agricultural output, in the form of irrigation or other inputs, and nine per cent for horticulture, a vocation allied with land ownership. Among SC beneficiaries those receiving assistance under these items under the general programmes were only 10 and three per cent. The two items under which the

SC group could derive benefits to a significant extent from the general programmes were animal husbandry and house sites.

A beneficiary SC household received the average assistance of Rs.2043, Rs.2040 those assisted under the general and Rs.2050 those assisted under the special programmes. The non-SC households, eligible for the general programmes only, received an average assistance of Rs.2099.

It is redeeming to note that most SC households considered the special programmes for their socio-economic development as useful and beneficial. Only one-tenths of them expressed a negative or indifferent attitude to those programmes. Most of them, however, felt that programmes leading to direct economic benefit were more useful than those improving their social conditions in the long run (e.g. education, health etc.). It is also pertinent to note that a larger proportion of SC population than the non-SC population reported as having benefited from the development of general facilities such as road, school, dispensary, cooperative society, and ration shop, in the village. In fact, however, the non-SC households derived, on an average, larger gains from these facilities than the SC households, obviously due to the greater capacity of the former group to derive benefits from such facilities.

Despite general recognition of the beneficial nature of the programmes, however, 47 per cent of the SC households did not

avail of any benefits from them. One-thirds of the non-beneficiaries, of course, tried but could not succeed in getting any assistance. The reasons given by them, such as lack of support and contacts, and inability to pay 'consideration money' to officials suggest that it is due to their weak socio-economic conditions and existing administrative and social set up that they were denied of the assistance. Even among the two-thirds of the non-beneficiaries, making around one-thirds of the total SC households, who did not try at all, almost one-half refrained from trying due to their belief that they would not get the assistance, as they would not be able to fulfil the necessary formalities and conditions, including the payment of 'commission'. Thus most non-beneficiaries belonged to the relatively weaker socio-economic group among the SC.

The beneficiaries generally found their experience with the process of providing assistance satisfactory, with a few of them making the usual complaints like complicated procedures, delays and corruption. It is seen that the assistance under special programmes took longer time than that under the general programmes. Most delays took place in getting assistance particularly in the form of allotment of land and house sites and loan/subsidy for starting business or irrigation works. Most cases of assistance were disposed off within three months, but very few within one month.



#### IV Conclusion and Suggestions

On the basis of the findings and conclusions arrived at in the present study, we may point out their major implications relevant for the strategy of programmes for improvement in the socio-economic conditions of the SC.

1. While a sizeable section of SC population have benefited from the various development programmes, it seems that the benefits have flown mostly to the relatively better off segments. The worst off among the SC population has either been left out of the programmes due to their inability to fulfil the minimum requirements, and apathy of the officials, or have received only marginal benefits. It, therefore, seems necessary to further differentiate groups even within the SC households, on the basis of their economic position, and special efforts need to be made to concentrate on those having no assets or resources.
2. To a large extent, the inability of the households, particularly the poorer ones, to avail of assistance, and to derive full benefits of such assistance, is due to the orientation of the programmes towards augmentation of economic capacity of the households with some resources. Those with no resources have to opt out of such programmes, or if they availed of it, could not make good use of it due to the inadequacy of resources. The fact that a large proportion of SC households could not generate incomes

to repay loans, after getting assistance for some productive activities, testifies to the unsuitability of the programmes to them. It is desirable that the programmes have an important element of providing alternative occupational opportunities to the beneficiaries rather than assisting them to keep engaged in the relatively uneconomical activities. Differential levels and rise in incomes of different occupational categories reported earlier could give some idea of such alternatives.

3. In this context, it is important to note that the major income gains of SC households have come, to a large extent, from the opportunities of full-time employment as wage/salary earners, rather than from engagement with some assistance in their traditional occupations. The strategy for the socio-economic development of rural poor, particularly the SC, should therefore, emphasise more job opportunities in non-traditional sectors, in the rural areas, as one of its major element. What is required here is not household based assistance, but planning of industrial and allied activities on small and medium scale in the rural centres.

4. A large proportion of SC households are engaged mostly in the vocation of agricultural labour, and although there has been a decline in their proportion, a sizeable proportion of them would continue to work as such. It is seen that the period for which they get work in a year has also increased. Yet their incomes continue to be the lowest, primarily because of low wage rates.



The wages of agricultural labour have been revised upwards from time to time in the past, but actual wages received by them have risen only marginally. It is, therefore, important that machinery for implementation of minimum wages is geared up.

5. Efforts also need to be made to develop organisations of rural artisans for production and marketing purposes; as individually they are unable to cope up with these problems, even with some financial assistance under the various programmes. Artisans from a number of neighbouring villages, engaged in the same trade may be brought together in a cooperative workshop unit, with necessary infrastructure, technical and financial assistance, to be able to produce and market their products at an economical scale.

6. Finally , the administration of the assistance to SC requires to be streamlined so as to make the programme more effective in its purpose. Efforts to match the requirements and capacity of a household with the nature and quantum of assistance, do not seem to have been made quite often and assistance has been administered in a routine manner. Targettery should give way to planning for purposeful assistance, and the least endowed should be enabled to derive benefits from the programmes, even if it means creation of special cells for dealing with completely assetless population. These administrative and planning implications should prove relevant to the currently on-going IRDP and Special Component Plan, the full impact of which is yet to be seen.

Annexure 1

Distribution of Workforce (Non-Scheduled Castes and Scheduled  
Cases) in Uttar Pradesh

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(Census 1971)

Workers	Total workers (% of total population)	Scheduled Castes wor- kers (% of SC popula- tion)	Proportion of Scheduled Castes work- ers among total workers
Total	30.94	33.77	22.91
Rural	31.48	34.25	24.57
Urban	27.67	27.82	11.38

Source: Census of India, 1971, Uttar Pradesh, Part II-B (i)  
Economic Tables.

Annexure 1A

Distribution of Workforce (Non-Scheduled Castes and Scheduled Castes) in Occupational Categories

(Census of U.P. 1971)

Occupation Category		Total workers (% of total workers)	Scheduled Caste wor- kers (% of SC workers)	Proportion of SC wor- kers among total wor- kers in the respective category
1. Cultivator	Total	57.43	43.42	17.32
	Rural	64.88	46.03	17.43
	Urban	5.49	4.12	8.53
2. Agricultural Labour	Total	19.95	42.17	48.43
	Rural	22.22	44.34	49.03
	Urban	4.17	9.50	25.91
3. Livestock etc.	Total	0.61	0.57	21.39
	Rural	0.58	0.56	23.55
	Urban	0.82	0.77	10.69
4. Fishing, mining and quarrying	Total	0.04	0.05	28.13
	Rural	0.04	0.05	33.40
	Urban	0.07	0.06	10.14
5. Manufacturing; Household Industry	Total	3.66	2.61	16.31
	Rural	3.10	2.25	17.83
	Urban	7.61	8.03	12.01
6. Other than household industry	Total	3.62	2.34	14.79
	Rural	1.48	1.29	21.40
	Urban	18.52	18.07	11.10
7. Construction	Total	0.61	0.72	27.00
	Rural	0.36	0.51	34.85
	Urban	2.36	3.88	18.71
8. Trade and Commerce	Total	4.07	1.03	5.83
	Rural	1.76	0.48	6.70
	Urban	19.84	9.37	5.37
9. Transport, Storage, etc.	Total	1.73	1.10	14.59
	Rural	0.48	0.38	19.35
	Urban	10.44	11.98	13.05
10. Other services	Total	8.27	5.99	16.59
	Rural	5.10	4.11	19.81
	Urban	30.38	34.21	12.81

Source: Census of India 1971, Uttar Pradesh, Part II-B(i)  
Economic Tables.

Annexure 2

Distribution of the Sample Households According to Their Traditional  
and Present Occupations

Family Occupation	(in percentage)			
	Scheduled Castes		Non-Scheduled Castes	
	Past	Present	Past	Present
Cultivation	47.31	48.38	70.70	69.73
Agricultural Labour	46.23	39.18	17.77	17.58
Salaried Employment	1.67	5.48	1.56	1.76
Self-Employed	1.96	4.51	6.05	7.23
Cottage Industry	0.78	0.59	0.20	0.20
Rural Artisan	0.88	0.59	1.76	1.76
Others	1.17	1.27	1.96	1.74
TOTAL	100.00	100.00	100.00	100.00

Annexure 3

Family Occupation of the Sample Scheduled Castes Households and  
Average Annual Income Per Household

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(in Rupees)

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Family Occupation	Average Income per household
Cultivation	3406.42
Agricultural Labour	2275.06
Salaried Service	5757.70
Self-Employed	3080.43
Cottage Industry	2950.00
Rural Artisan	2151.67
Others	3007.69
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TOTAL ( ' Average )	3062.33

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